A Decade of Difficult Tasks: Municipal Recreation in the 80s

2

Ontario

Ministry of Culture and Recreation

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Tom Goodale

Eskimo: "If I didn't know about God and sin, would I go to hell?"

Missionary: "If you didn't know, then . . . no, you wouldn't go to hell."

Eskimo: "Then why you telling me those things?"

Ontario
Ministry of Culture and Recreation
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A Note to Readers

The first three chapters are, in essence, a brief essay setting the stage for this report. The evolving philosophy of the recreation movement is noted along with major forces for change in western society, and a chapter is devoted to obstacles to changing in direction suggested by both philosophy and societal forces. In the next three chapters, the style changes to one of rather straightforward reporting (with some observations and comments) of the results of surveys undertaken for this report and reviews of the activities and situations of two municipal recreation departments. In the final chapter, a number of tasks are identified. They are derivatives of all of the previous chapters: essays setting the stage, context and obstacles and reports describing our situation. Chapter seven, then, synthesizes and integrates information from different sources by identifying tasks consistent with it all.

Acknowledgments

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Tom Goodale

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I. Introduction

Everybody calls "clear" those ideas which have the same amount of confusion as his own.
Proust

Only if that understanding is widely shared can one dare express ideas about the future, or even absorb those expressed by others: The Club of Rome and the Hudson Institute can't both be correct. About all that is clear is that the future cannot be a continuation of the past, and because our values are rooted in the past, we become anxious and pessimistic about what is ahead for us all.

In previous attempts at forecasting future events, informed pessimists have most often been correct.[1] We are coming to have mainly negative views of the future and, as Polak notes, our images tend to be self-fulfilling.[2] The more distant and global our views – say to a world population stabilizing at 11 or 12 billion people – the more disconcerted we become, and rather than turning toward the future we turn away.

In turning away from the future, we abdicate our responsibility to shape it. If our pessimism leads to despair, we become immobilized, and there is little future in that. But if we focus on our own milieux, on a manageable framework of time and space and content, we can identify directions and tasks, and thus to some extent at least, begin to shape our own future.

That is now happening in the recreation field in Ontario.

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The Future of Recreation in Ontario

Efforts supported by the Ministry of Culture and Recreation have contributed to identifying future directions. The report "A Future for Recreation" summarizes part of the current thinking. The fundamental beliefs, assumptions, and directions noted therein are repeated here, since this report is an outgrowth of, and it is to be hoped builds upon, the thinking of those who met at Elora in March, 1978.

Fundamental beliefs were identified as follows:
"We believe:

- in the innate worth and dignity of every human being and in the inherent worth of every life form
- in every individual's potential as a physical, social, emotional, spiritual and intellectual being
- in equality of rights and opportunities for every member of society regardless of capacity, race, creed or gender
- in every individual's right to self-determination within the legitimized constraints of society
- in the individual's capacity to grow, develop and change throughout life; that life is the process of becoming, not simply being
- that humans are basically gregarious yet private, and have equal rights to social and private milieu
- that humans are an essential, interdependent component of the ecology."[3]

By way of identifying a direction in which to proceed, the group developed a paradigm, like many others, indicating the transition from values dominant in the past to those desired (and likely also necessary) for the future.

FROM	TOWARDS
Institutionalization	Individualism/humanism/ self-determination
Segmentation	Holism/integration
Professionalization	Participation/involvement
Reactive	Proactive
Objective	Subjective/intuitive
Provider	Facilitator/enabler/educator
Rigidity	Flexibility
Consumptive	Conservor"[4]

The thinking behind the beliefs and value shifts repeated above, when applied to the various public and private actors in recreation service, leads to what was described and diagrammed as the Inverted Pyramid Model in a "futures history". If the model is simplistic, it is probably inevitably so, given the complexity and magnitude of change suggested in the paradigm. Still, the model is indicative of the required change in thinking about recreation services.

"The operative assumptions and principles behind the recreation delivery system prior to 1980 appeared to place the federal government at the top of a theoretical decision-making hierarchy. Provincial and municipal governments were somewhere below, with the individual Canadian forming the wide base of the pyramid. (Δ) The private sector was often omitted from the discussion, and the elite athlete, artist, or performer (selected from a pool of lesser "participants") served as the raison-d'etre of the system.

Simple inversion of this concept more adequately represents the contemporary perspective (1995). The system is designed to support and cherish the participant, operating at his or her own level. Individual Canadians are encouraged to plan and provide for themselves acting as their own best leisure resource. All support services to these individuals then operate under the residual principle with the bulk of services provided by voluntary community groups, controlled directly by the same individual participant. Those services that cannot be provided by individuals or their communities then become the responsibility of local agencies (both public and private). More specialized services come from the provincial governments in full co-operation with voluntary councils, associations and foundations operating at

the provincial scale. Finally, highly specialized, residual services are provided by federal agencies operating largely without the advantage of direct contact with the ultimate client."[5]

The basic issue behind this attempt to "invert the pyramid" is with hierarchical structures in general and with the notion that power and resources concentrate as one moves toward the peak. And too often we equate resources with money. Individual powers and resources are seen as being sacrificed in the process.

Finally, the report includes an admittedly cursory exploration of some of the problems facing recreationists at the present time, problems which must be overcome if the pyramid is to be inverted, new principles adopted, and fundamental beliefs made operational:

"Professionalization leading to proprietary interest:
- practitioners have become over-specialized, and hence introverted.
- too much stake in the status-quo; apparent lack of incentive to change.
- lack of co-operation between agencies, particularly those having different disciplinary or professional perspectives.

A 'crisis of spirit' within the recreation movement:
- a growing feeling that our values are rooted in the past.
- a realization that we are not providing leadership.
- growing realization that our actions are not consistent with our basic beliefs.
- self-doubt, perhaps attributable to our immaturity as a profession.

The institutionalization of recreation:
- a diminution of personal responsibility as various public and private agencies provide services.
- standardization of services as larger agencies evolve.
- duplication of services/facilities (overabundance) as subsystems grow and compete.

Lack of personal and professional sensitivity to trends:
- planning as if tomorrow will be a mere extrapolation of today.
- failure to grasp implications of societal shifts that have already occurred."[6]

Having established that base, the question shifts to identifying what to do and how to do it. What forces are at work? What are the obstacles? Where are the restraints? What do we have to do in order to change in the desired directions? What should we be?

The Basis of this Report

The work reported here was an attempt to begin, however tentatively and haltingly, answers to these types of questions. Opportunity was afforded to become familiar with municipal park and recreation departments in the City of Nepean and the City of Sault Ste. Marie. The Director of Recreation in Nepean and the Commissioner of Parks and Recreation in Sault Ste. Marie were participants in the 1978 meeting at Elora and were thus (along with the author) familiar with the futures thinking. They were consequently informed, receptive and co-operative – necessary but not sufficient conditions for a review of their respective departments. Any shortcomings of that effort are mine alone.

In population size, these communities are almost identical. In most other respects they differ markedly. Nepean is a "bedroom" suburb in a metropolitan area of half-a-million people; it is part of a regional government; the area's economic base is the federal government; a third of its land area is owned by the federal government and large portions of the city's area are rural; its 81,000 residents are dispersed over a wide area in identifiable subdivisions; it is young, growing, and almost determinedly middle and upper middle class.

Sault Ste. Marie, on the other hand, is a somewhat isolated, northern community; its economic base is the Algoma Steel Corporation; amalgamation of two adjacent townships gives it a large land area which is mainly vacant; its 80,000 people live in a contiguous area though with a long axis paralleling the river front; its population is mainly long-time residents and it is not growing in population.

Activities at each municipality included interviews with department staff and with members of councils and committees, and documents were reviewed regarding budget, policies, operations, facilities, programs, and the like. Park and recreation operations in these two communities are shaped by quite different circumstances. There are different forces at work, needs to meet, and problems to solve. The review of documents and interviews was not, however, to evaluate. The purpose was familiarization. Nonetheless, any comparison of the present with what is seen as desirable in the future is inherently value-laden, thus unavoidably evaluative. The task was to explore for problems, restraints and the like, given that problems identified above are recognized and the beliefs and values shared. If they are not, there is no evaluation, as those problems, beliefs and values are the only criteria.

The second activity was a survey of park and recreation practitioners in Ontario, with the same questionnaire used in a sample of households (drawn from November, 1978 enumeration lists) in both Nepean and Sault Ste. Marie. As a matter of interest and potential use, program, supervisory and administrative staffs in the two departments also completed the questionnaires, thus setting up several comparisons:

a) each individual compared to his/her staff, recreation practitioners in general, and people in his/her community;
b) each staff compared to practitioners in general, their respective communities, and the staff of the other community.

The questionnaire consisted of four questions, each of many sub-questions, as follows:

a) perceptions of present goals of the department along with what those goals "should be" according to the respondent;
b) obstacles to (more full) enjoyment of leisure;
c) questions tied to the values noted in the "from-toward" paradigm; in a sense, present and future values;
d) questions exploring dimensions of optimism/pessimism, political alienation, community orientation, and sense of mastery over one's own affairs.

As a final introductory note, the author's views should be made explicit. The task is at least partly impressionistic and interpretive, especially of the information derived from interviews. The subjects of values, change, the future, etc., do not lend themselves to "arm's length" objectivity, which in any event is contrary to the desired and already emerging values. So some of the data is "soft" (the "hard" and "soft" dichotomy is very much a reflection of the differing value positions) by its very nature.

The author subscribes fully to the beliefs and values noted above, having participated in their formulation. Second, he is concerned about the short term (five to 10 years) as well as the long term. There seems little question that substantial change is already upon us, spurring reactive and often defensive responses. Further, the direction of change seems almost inevitably that outlined in most paradigms. Here are some of the more important questions. How long before we begin the transition, willingly and earnestly recognizing that it's already underway? How much of the change will take place by our choosing and changing and how much will be forced upon us by a myriad of changing conditions? Can the "me first" mentality be sufficiently re-directed?

Clearly the next decade(s) will be difficult for many as there will be much friction and abrasiveness which we must try to minimize. That can only be done if we change of our own accord, in our concern for people and families and communities.

One cannot be detached about the future. My position, then, is like that of Goethe, "I can promise to be sincere, but not impartial".

II. Pushing and Pulling Toward the Future

God offers to every mind its choice between truth and repose. Take which you please, you can never have both.

Emerson

There is an increasingly widespread and profound understanding that the transition we are facing is the result of "systemic" failures, failures of the major, complexly interwoven systems we have created: economic, political, social, legal, educational. Harman, among others, argues that the failures of the "industrial state paradigm" are intrinsic. These failures include: a) not providing each individual with an opportunity to contribute to the society and be affirmed by it; b) not fostering more equitable distribution of wealth, power, or justice; c) not fostering socially responsible development or application of technology; d) not providing goals which would elicit the deepest loyalties and commitments of people; e) not maintaining the habitability of the planet.[7]

Specific examples of these systemic failures are many, and evidence of them mounts daily. Together they generate a force pushing us in new directions, and even if those directions parallel those in which we think we should go, the push is very uncomfortable. These problems often seem impervious to our efforts to solve them; in fact we sometimes make matters worse. Forrester calls this "counter-intuitive behavior", and Gordon describes the erosion of freedom resulting from the quest for welfare and justice.[8] Our rules and regulations seem to give us more sameness than fairness and more efficiency internally than effectiveness externally.

"So our well intentioned and best efforts seem merely to entrap us further – we spawn bigness when none of us really wants it (big government, big cities); we breed unresponsiveness, when that was not our intention (Information Canada, the reorganization of the Government of Ontario); we dehumanize when we intend to humanize (our welfare and health systems); we encourage sharp business practices when what we are seeking is greater corporate responsibility (competition policies, regional economic expansion programs); we create temptations to manipulate political systems when what we seek is honesty in government (the tendering system, the cost of election campaigns). Perhaps worst of all, we create dependency when what we want to create is growing self-definition and self-reliance among

persons in community – we foster passive consumers, passive patients, passive students, passive clients, passive citizens, passive workers, even passive professors. And then we feel we have to motivate creativity, motivate initiative, motivate invention, motivate research, motivate people to take care of their health, to be responsible consumers, to learn, to participate, to work.'"[9]

Somehow the dependency cycle has to be broken if individuals, families, and communities are to grow in self-definition and self-reliance. With increasingly atomized families and communities, an important resource – each other – is diminished. But a further problem is that even with sufficient individual, family and community resources, the will to self-definition and self-reliance may be lacking. If we cannot break the dependency cycle and if our activities stimulate even more dependency rather than less, then we will likely experience more and costlier government programs, larger and consequently less efficient government, more laws, regulations, and restraints. The result will likely be more public unhappiness, disaffection, and frustration until, as Bugenthal suggests, ". . . the system is torn apart by its own rigidities".[10]

The wrenching effects of change under such a condition can be avoided only if we change quickly enough to avoid that condition. That is, we could be drawn into a new social order because of its appealing aspects. The appealing, drawing forces are also much in evidence and should be briefly noted, lest too dark an image emerge.

During the past two decades especially, several "movements" have culminated in positive change, if viewed from the perspective of desired future societal values. Minority rights, equal rights, women's rights, the rights of institutionalized "deviant" populations, children's rights, the rights of native peoples, consumers' rights, gay rights, human rights – all these have led to a greater appreciation of people as people, of the value of pluralism, of the right to self-determination. Unfortunately, the quest for equality may mean only that we are equally unfree, and equal treatment under the law is too readily confused with just treatment. What seems to be lacking in the emphasis on rights is a concomitant emphasis on responsibilities, the irresponsible as well as the historically "wronged" being the beneficiaries. Yet unquestionably much progress has been made, and we would be happier if those gains were not so easily forgotten.

Of more recent origin is the widespread uneasiness with the behavioristic notions in psychology, and the determinism of the social sciences generally. There are literally hundreds of critiques, some of them caustic:

> "There has been a deliberate and overt attempt to transfer to the world of human affairs the categories, methods, theories, modes of social sciences: to apply to the study and interpretation of man notions derived from the study and interpretation of objects. At first it seemed promising. Of late it has shown itself disastrous. All along, it was essentially stupid."[11]

Thus while universities still tend to be dominated by professional and technical programs, and the labor market keeps student enrolments for such programs high, there is a counter movement toward the humanities: history, philosophy, the study of other cultures and languages. Harvard's restructuring of its undergraduate program is a widely-noted example of this type of movement. Related to this is an increasing feeling that in matters of importance to our lives experts are no more capable than we are of shaping them. Thus planning is too important to leave to planners; education is too important to leave to educators; recreation is too important to leave to recreationists. People are growing tired not only of unions but also of such once-revered professions as medicine and law.

At the individual level there is much interest in yoga, meditation, human potential, eastern philosophy, "authentic" goods and lifestyles, and much, much more. This is important as it indicates that alternative modes of thought and behavior are possible and viable, whether many of us adopt them or not. But if book titles and sales are an indication, there is even more interest in "looking after #1" (which may be a case of what Hazel Henderson described as ". . . fighting for deck space on the Titanic".[12] Nonetheless, there seems to be increasing recognition that material and individualistic needs cannot be met in the long run, though we are still motivated by them, and millions of people are thinking and talking about their hopes and fears and values.[13]

At the community level there has been a marked resurgence of community organization, development, and action, however unstable and unsuccessful some community efforts have been. In some municipalities, politics at the local level presents quite a different spectacle than a decade or so ago. In the author's city, much has been said of council members' political-economic bias (socialistic), their place on the right-left continuum (left) and even their party affiliation (NDP). What is clear, however, is that nearly all of the members of council grew into their elected posts through years of dedicated work on community projects and organizations.

Despite our growing awareness of the complexity and intractability of systemic problems, there seems enough movement and activity to give us hope for the future. We see this in the articulation of rights by those historically wronged, in pluralism in modes of thinking and living, in renewed interest in community – even populism, and in speaking more openly about what is really on our minds.

The Philosophic Pull

These movements and activities are consistent with such values and beliefs as self-determination, holism and the like, as noted in most paradigms. These, in turn, are consistent with philosophic shifts that have been slowly gaining acceptance within the recreation movement during the past decade. Not all of this is new, however. Some of these values shaped recreation practices during earlier periods of our history, notably the era of our (mainly female) founders, who were volunteers, not professionals. There was also a period during the 1940s and 1950s when recreation at the local government level was more broadly participatory and the agency's role more that of facilitator/enabler than is the case now.

Recreationists have come to realize that recreation is not an activity but an experience, and leisure is not a quantity of time but a quality of being, however poorly articulated these concepts remain. The earlier understandings, which meant that our concern was peoples' free-time activities, led to the practice of providing services. Thus facilities and programs were developed to provide free-time opportunities for people as though the function of public recreation was to organize people and supply them, rather than to liberate them and make them self-sufficient. This course of action was clearly successful, leading to more programs and facilities, and consequently larger numbers, more administration, greater efficiency in registering, scheduling and the like, and then consequently to greater centralization, bureaucratization and institutionalization.

Among recreationists there is a growing recognition that the system which evolved undermines its own service objective. Too, the provision of facilities and programs has always been imbalanced; some have been provided for very well, others not at all. That problem, at least, is recognized. Boys interested in organized sports benefited most. More recently attention has focused on adults, special populations and women. Still, large segments of the population have not been well served by public recreation agencies, and while more segments may be accommodated in facilities and programs, the service remains one designed to deal with age and sex segments rather than with families and communities. In fact the Canadian Amateur Hockey Association is now encouraging parents not to stay with their children at hockey practice or games, no doubt hoping to reduce parent-induced pressures on young players. The segmenting, atomizing effect is the same, and the shift to holism and integration applies not only to time and daily roles and obligations but also to families and communities and ages and interests. Too increasing reliance on high capital and operating cost facilities led to increased reliance on fees and charges and on preferential treatment for organized leagues, teams and groups. The service thus became increasingly middle class and group-oriented at the expense once more of individuals, families, informal groups and those of modest economic means.

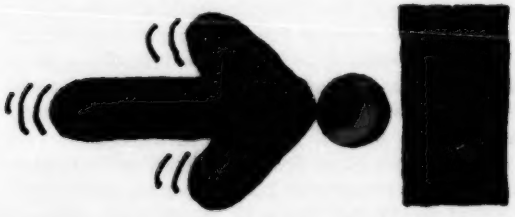
The re-conceptualization of recreation and leisure as experiential and qualitative leads us along the same path as the shift in values in other ways. For example, we come to recognize the subjective/intuitive nature of individual experience; we give increasing attention to the developmental and actualizing potential of experiences. There is growing recognition that development and actualization is, to a very large extent, a product of self-determination: making decisions (choosing) and acting on them. That, as John Stuart Mill noted, is as vital to the growth and health of social and political organisms as it is to individuals.[14] Thus the shift to participation/involvement from professionalization, and to facilitator/enabler roles from that of provider.

Further, the re-conceptualization of recreation and leisure as experiential and qualitative makes us attend to meanings, and to recognition that pleasure as noted by Freud, or happiness as noted by Aristotle, is the result of meaningful

activity.[15] Recreationists no longer regard distraction, entertainment, escape or even relaxation as sufficient justification for their service. The task has shifted to ways to help people become self-determining, self-sufficient, self-actualizing.

Increasing attention, then, is being focused upon what Farina identified as the preconditions of leisure: time, opportunity, and the capacity to choose. This focus suggests that rather than provide programs and services as a central task, recreationists must first try to assure that the preconditions are met. That is a large, even intimidating, task with implications which may stretch well beyond our reach. That is also the case with the shift to such values as self-determination, holism/integration and the like, as noted in the paradigm.

In these and other ways, the recreation movement is slowly moving in the directions suggested by its professed belief and values. There are pulling forces, then, within the recreation movement, as well as pushing forces within society at large. This does not suggest that progress is uniform, or even so widespread as to be part of everyone's experience. Not yet. But it is clear enough that the pulling forces have been bringing about change, and while these forces are perhaps not strong enough to be self-propelling henceforth and perhaps not yet pulling among the most influential, still there is cause for some encouragement.



The Situational Push

Forces pushing recreation services in the directions noted in value paradigms have been described exhaustively in the literature of the past decade. The cursory treatment presented here is only to indicate, particularly for recreation at the municipal level, how the pushing forces parallel the philosophic pull. This is not surprising of course; in fact it is a most desirable state to want to go in the direction in which we may have to go. Perhaps it is only another example of a marriage of convenience.

Slow economic growth, as we have experienced it in the past few years and will experience for at least a few more years by most accounts and informed opinion, is surely the strongest pushing force. While adjusting to what is presumed to be "steady state" economics in the long term, the present experience of slow growth (1.5 to 3.5 per cent for 1979 estimated by Canada's chartered banks) and high rates of inflation (conservatively 7 to 8 per cent) and unemployment (8.5 to 9.3 per cent) will strain both individuals and governments. Add to this the effects of the changing age structure of the population. Among probable consequences of these forces will be:

a) increased competition for jobs; less job mobility; people with a few years in a job "locked in" or "priced out" of other positions; slower advancement for younger employees and perhaps increased frustration not only with slow advancement but with a large group of comparatively conservative managers and administrators at the top;
b) more two-income families than in the past, in order to acquire today's "necessities" and some modest amenities;
c) more children and teen-agers on their own much of the time;
d) more marital stress related to finances;
e) pinched "discretionary" income forcing harder choices;
f) increasingly costly government-sponsored social welfare programs for the unemployed, children and teen-agers, and the growing number of retired and elderly persons;
g) costlier government programs to combat higher rates of crime against both people and property and to combat alcoholism; other social programs;
h) higher taxes when there is already widespread public concern with the size and cost of government in relation to its perceived efficiency and effectiveness.

A variety of consequences for public recreation agencies and for individuals can be anticipated. Individuals, for example, may increasingly seek non-material and non-status rewards in their work as those rewards become increasingly difficult to attain. There also could emerge an increasing investment of meaning in non-work roles. Similarly, those who reduce their material aspirations in view of more limited prospects may also realize (as have many of those who have reached their material goals) that the yield of satisfaction, extrinsically-motivated and status-based as it is, is far less than expected.[16] This is a cogent argument for conserver (as opposed to consumer) oriented activity. This, as Gardiner argues, is more complex and important in human value terms than the rate of material and energy consumption. He explores the theoretical base of consuming and conserving behavior, summarized as follows: consumers are extrinsically motivated, consequently are not responsible for their behavior, consequently are of no intrinsic worth, consequently seek worth extrinsically by buying goods. Since they are of no inherent worth they are interchangeable, and since they are interchangeable, relationships are merely contractual. Conservers are intrinsically motivated, consequently are responsible for their bahavior and have intrinsic worth evidenced by good health, actualization and being as human as possible. Since their worth is intrinsic they are not interchangeable and all relationships are potentially intimate.[17]

There will be less mobility in the labor force and perhaps less travel if energy costs rise as dramatically as in the recent past. These factors may reinforce the quest for community-based opportunity and perhaps heightened interest in the quality of life in the community. Lower-cost, less facility-intensive, less rigidly-scheduled activities may continue the recent rapid rates of growth in participation.

The disenchantment with the size and cost of government will be felt most at the local government level. California's "Proposition 13" represents an attempt, however ill-fated it seems to be, to limit the size and cost of government. Operating budgets for recreation services, though perhaps not yet reduced in absolute terms, are already decreasing as a proportion of total municipal spending.[18] With increased demand to meet the needs of vulnerable and economically marginal people, there can only be greater pressure on public agencies to do more with less. Or less with less.

The pressure on local government services, rising mill rates and slower rates of population growth will lead to slower capital development, especially where debenture issues add to debt services, raising the mill rates. Representatives of the different tax-supported bodies at the local level will have to work much more diligently at sharing and pooling resources. Facilities already in place, frequently small, decentralized, and often sufficiently modest that people can feel comfortable in them, will receive more use – and probably more care – than has been the case in recent years.

Shifts of emphasis and of services are likely, with increased reliance on the private and voluntary sectors. In his oft-quoted statement to the Economic Club of New York (March 22, 1978) former Prime Minister Trudeau spoke of the need to stimulate the not-for-profit and voluntary sectors of the society, rather than relying on government and commercial enterprises. He stated, "there is no threat here – only boundless opportunity." More likely there is some threat with the opportunity, as attested to by thousands of employees in the federal government who have been required to relocate or whose positions were found redundant in recent government cut backs. Change is threatening, especially when coerced rather than chosen. It seems we are being pushed by our situation even more than we are being pulled by our philosophy.

To summarize: the situation we are in, especially at the local level, is pushing recreation in the same general direction as that seen as desirable philosophically. Thus far it seems the push has been stronger than the pull, resulting in changes which, however desirable, are threatening and abrasive. And we will be pushed only as far as those forces take us before being sufficiently attenuated to lose effective force. If we are serious about our beliefs, that will not be nearly far enough.

III. Obstacles to Changing

". . . the cutting edge of social change works at the level of the individual. Social change is change in an aggregate of individuals."[19]

So far, that aggregate hasn't reached sufficient size but there seems little doubt that it is growing. Most believed that the "future shock" described by Toffler would happen to others rather than to themselves. But increasing numbers are experiencing the frustration of having to abandon previous assumptions – about having job opportunities, for example, or buying their own single family home – and so must reformulate values. Still, most people seem reasonably satisfied and cautiously optimistic in terms of their own lives while at the same time increasingly concerned about widespread political, economic and social problems. There is not yet widespread recognition that the well-being of each is dependent on the well-being of all, rather than the reverse.

> "Although people are apprehensive about what they see going on around them, they cannot be characterized as distressed, confused, or groping when it comes to their individual lives. The new genre of concerns at the personal level has not, in our view, created the deep frustrations that might produce the revolution in values heralded by some critics of contemporary America. The topics at issue have not, as yet, impinged sufficiently upon the individual's daily routine and well-being to preclude his enjoyment of the good life."[20]

This is a disturbing conclusion, pointing once again to the notion that things will have to get worse before they get better (or as one wag noted, before they get worse).

Here we face a dilemma. If peoples' readiness to change is presently deterred because the problems they recognize have not yet impinged on their daily lives, where will they find the time and energy to deal with other than their own problems when those forces do impinge? Stress is already a major problem for individual and social health.

Public apathy is usually the explanation given for not acting on common problems. Probably more is involved than not caring, although caring, along with initiative, may have been eroded by systems which provide too much and facilitate too little. People have demanded too much and received too much from their institutions, creating, at least in part, the passivity and dependence widely attributed to that cycle. Clearly, the cycle can't go on much longer. Yet despite all the dissatisfaction with the size and cost of government, its inaccessibility, unresponsiveness and the like, the demands for government services continue to rise. Those providing services are caught in this contradiction.

> "If our world is to survive for another generation in any form which we today should regard as worth striving for, I have no doubt that for everyone, what we expect of ourselves and each other will have to go up and that for most of us in the western world what we expect from the system will have to go down."[21]

Dependency, inaction, excessive and misplaced demands: these are the overriding obstacles to shaping the future. There are so many obstacles, general as well as specific to recreation workers and agencies, that any review is necessarily cursory. And since we now understand that everything is related to everything else, any number of schemes to organize a brief review could suffice. The scheme here is based mainly on the individual recreationist's ability to change or stimulate change, starting with the individual herself or himself, and then the individuals and groups with whom recreationists work, the agencies or institutions within which they work, and the broader system of service delivery.

Individual Recreationists

The forces of our situation are economic, political, social, demographic; our philosophic goals are facilitating/enabling growth, development, and self-actualization through leisure services. If these all point in the same direction, a smooth and orderly transition to the future should be anticipated. But the reality is that each of us resists change, each of us being products of our past, each of us better able to respond to yesterday's situation than tomorrow's. In effect, then, our real rather than philosophic goal is to maintain the status quo, and the more the situation changes, the more attractive the status quo may appear. So the cutting edge of change is at the individual level.

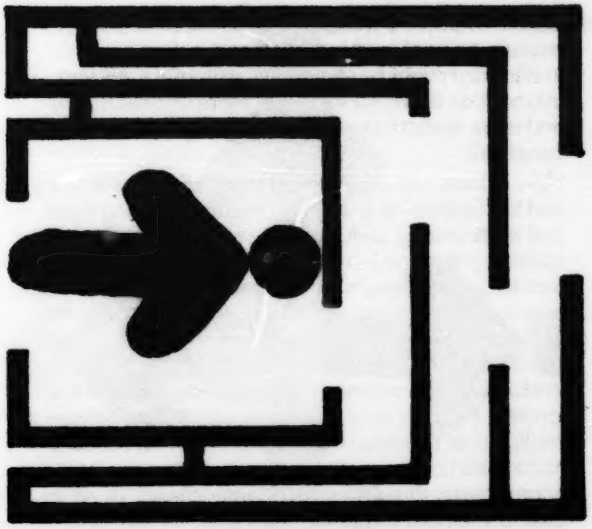
Along with the general problems facing all of us, those working in the recreation field have some particular problems to overcome.

a) Because recreation is a field of service but not a profession by most criteria (including lack of legal definition as with teaching and social work) and because recreationists are usually not included as members of collective bargaining units, the security that attaches to legally-recognized status or to union strength is generally lacking. The quest for accreditation, certification, and other trappings of professions is perhaps as much a symptom of insecurity as it is an expression of the desire to upgrade service, assure competence and the like. It may be, too, that recreationists as a group are less troubled by specialization within the field than by being primarily generalists in an employment milieu which is increasingly specialized. Further, despite two decades or more of evidence of public acceptance and political support, the recreation field has often been a bit defensive, concerned about its image and status and sources of justification. Lacking precise professional or disciplinary identity, being generalists in an age of specialization remains a source of low-level anxiety about the security of individuals and agencies, especially in the public sector. Recreationists seem always to fear budget cuts, though for the past many years, recreation departments have fared very well in the political process of resource allocation at the municipal level. Now, after a period of rapid growth and expansion of facilities, budget, and personnel, municipal park and recreation agencies are receiving a decreasing proportion of the municipal budget. Freezes on hiring and capital development are not uncommon. This is also true for other municipal agencies as well as for parks and recreation.

b) As a result, there is always some pressure to prove one's self, generally in the form of organizing and directing programs, and building and operating facilities, the larger and more visible the better. Along with facilities operated by recreation and park departments, programs are tangible, visible evidence of a service being rendered. Creating successful programs is not an easy task even if success is measured by large numbers of participants and the amount of revenue recovered or generated. A better criteria is that such programs become self-sustaining and that individuals and community groups take over and operate programs created and developed by recreationists. For the recreationist, the emotional task of letting go, encumbered as it is with feelings of not being needed anymore, is difficult.

c) This illustrates the threatening nature of change at the individual level. One has to forego previously-held notions about what is important, including one's own importance. One must go through a redefinition of one's self, and acquire different skills and abilities in keeping with different roles and functions and criteria of usefulness. One has to forego the niche carved within the organization and within the broad mix of social services. Some risk is inevitable in undergoing change, especially as differential rates of change among both individuals and agencies is inevitable, and because those to whom one is responsible in a hierarchy may be less convinced of the need for change and less able to risk or support it than those lower in the hierarchy.

d) Recreationists are further hindered by their own success. Part of the barrier is that, having provided programs and services, the expectation of being provided for grows stronger in the public's mind, creating more demands for more and better of the same. Too, success has brought on the usual burdens and trappings of increasingly large organizations: organizational tasks on the one hand, comfort and status on the other. Since demand pressures become concentrated on the agency and particular individuals in it, the public's expectation that its servants be on call during normal working hours leads not only to being in the office too much and the community too little but also to long working hours (or guilt) for those who feel they should be in the community.



Citizen Participants

What we expect of ourselves and each other and what we expect from our institutions is a far larger issue than who provides what recreation program for whom. So the concern here is not with participation in recreation programs but in decision making about recreation opportunities and services in the community. By definition, if individuals can't share in such decisions, then the role of individuals in shaping their own lives is seriously diminished. The issue stretches far beyond the field of recreation, of course, as it is a central issue in the philosophy and practice of government, regardless of the form the government system takes.

Much attention has been paid to local – even neighborhood – control of schools and it seems appropriate that equal attention be directed to local control of facilities and programs for recreation. That there is some local or neighborhood control is evident nearly everywhere: in Nepean, tennis facilities and programs are a good example, and in the Soo, the program of neighborhood park development. Local or neighborhood control is even more evident in communities where there is some geographic decentralization, as with community centres' programs in the city of Ottawa. Yet everywhere there is a concern about lack of citizen participation in decision making.

Of the scores of obstacles which could be cited, three are much in evidence: information and communication, timing, and efficiency.

a) Government systems have become not only larger but more technical and professionalized. The notion that matters are too complex and technical for most people to understand is increasingly voiced both by those within and outside government. But unless one denies that the public at large is better educated than ever before, the problem seems not one of inability to understand but of inability to communicate in relevant and efficient ways.

   With what is already a communication overload, neither more communication nor more information resolves the problem. Frequently attempts to improve communication result in only more communication, a situation worse rather than better. Being bombarded with messages which are more sales propaganda than information leaves us not only overloaded but also suspicious, even of information from government. And no one likes delivering, or hearing, bad news.

   Much of the communication which does flow from government to community is of an after-the-fact variety,

such as minutes or reports of councils, approved budgets, collective bargaining settlements with unions working for public dollars. Suggestions which would provide at least partial remedy (such as to have advisory committees for all standing committees and departments) have generally not been favorably received.[22]

Still, there is some evidence that officials at the local level are interested in better information sharing and more openness. One newly-elected councillor was convinced that a platform including information and openness was instrumental in her election. Another said council minutes should be available at once, not after the next meeting (during which minutes of the previous meeting are approved).

b) It often happens that citizens become involved in the governing process at the wrong point in time. Citizens are most useful in the planning and decision-making process at the initial stages. It is at this point when underlying values and assumptions, and basic objectives and alternatives for meeting them, are at issue. This is also the point in time during which participation is most satisfying for those involved. The sense of frustration and futility experienced by those who may have tried on other occasions probably stems in part from impatience and in part from becoming involved too late in the process.

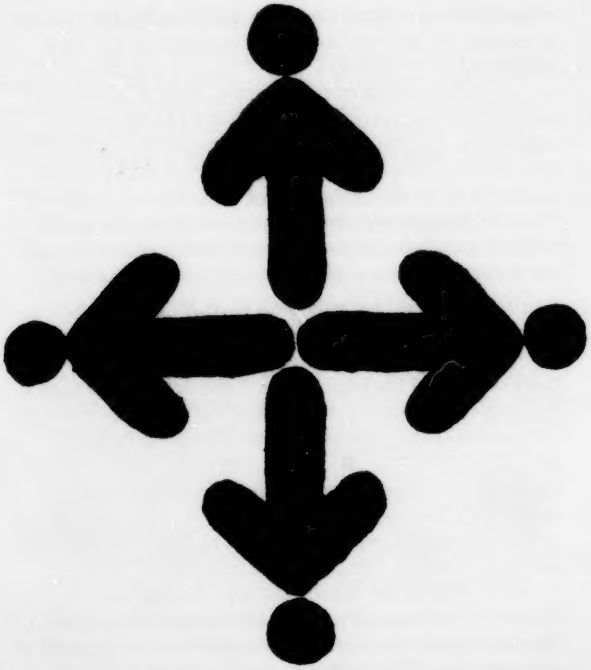
Involvement after the time when the major decisions have been made is bound to be frustrating because, beyond that point, the matters at issue are largely technical. And citizens cannot be expected to have either the technical expertise or information required to participate effectively. The process is unsatisfactory to all, reinforcing negative attitudes of both sides.

While there may be difficulties in recruiting volunteers, there seems to be little difficulty in finding people to sit on boards and committees at the policy level. In Sault Ste. Marie, more than 80 citizens submitted their names for consideration for appointment to the Community Services Board, on which there were three vacancies.

c) Citizen or public participation is by nature a slow process, encumbered by inefficiencies. Some of the inefficiency might be eliminated, with more efficient information flows, for example. More understanding and more realistic expectations of the process would benefit all.

Here citizens can sometimes be faulted for inefficiency and ineffectiveness in keeping informed, giving input, and participating usefully. Part of this problem may be systemic, resulting from the election process and the problem of accountability in hierarchical systems. People vote for their representatives and not infrequently take questions and complaints directly to them. It may take some time for the question or complaint to get through the hierarchy for response by the appropriate office, and longer if the reply must go back to the top for purposes of credit, public relations or accountability. Where decision-making authority is not widespread, then even inquiries appropriately directed may be long delayed. In either case, the system invites addressing the wrong level; bureaucracy invites a run-around which no one intends.

Too, there are so many demands which are incompatible, or even diametrically opposed, that rather than participate, citizens merely lobby. "All this is supposed to add up to 'participatory democracy' but adds up, instead, to a cave of the winds where the most that can usually be agreed upon is to do nothing."[23] Many issues are decided at a higher level than required simply because of stalemate, deciding being more expedient than educating or negotiating. Again, one must recognize the heavy demands on elected officials' time, including full-time employment other than in most cases the municipal office, so there are limits on how "open" officials can be. Agency personnel are often frustrated by similar limits.



Local Agencies

Much is said and written about organizational change, organizational development, and the like. It is clear that organizations are as resistant to change as are individuals. We have witnessed numerous reorganizations and we've seen techniques adopted to improve organizational performance and then seen them soon abandoned: PPBS giving way to Zero Based Budgeting; Management by Objectives giving way to Management by Results. Obstacles to organizational change seem not to lend themselves to technical remedies. Rather, they seem more akin to obstacles to individual change. Something of a vicious circle exists where the organizational climate is not conducive to individual growth and development. Thus change, and so organizational change, is impeded, and the climate for individuals becomes increasingly inconducive to growth, development, and change.

a) Whatever the nature of the intra-departmental structure, the problems of territoriality, proprietary interests, lack of team work and synergy and the like are inherent. In fact, there is competition within agencies as well as between them.

   This is probably more true of departments organized by function than by geographic units, as is the case with most departments, since specialization and centralization thrusts are more difficult to contain. This is true regardless of the incumbents in particular posts although the degree of intra-organizational schism surely varies with the amount of appreciation each has for the others' roles and functions. Still, the criteria for success of some functions may be incompatible with the success criteria of another, mitigating against over-all agency success. As has often been noted, the maintenance function succeeds by standards of neatness and cleanliness rather than use, the administration function by efficiency rather than hospitality, the program function by use and hospitableness but not necessarily neatness or efficiency. Unless goals are mutually established, priorized, and pursued, total agency effectiveness is dissipated in organizationally incompatible criteria. Growth, we now recognize, is not necessarily an appropriate criteria although we still use it. It is an example of professed success criteria succumbing to real criteria.

   Similarly, within the program function, specialization according to special-interest groups tends toward serving interests already most capable of serving themselves.

Those constituencies receive a disproportionate share of resources to the exclusion of others. Where departmental philosophy is based on responding to demand (a reactive stance) rather than on development and on meeting needs of those without organized constituencies, this is especially so.

Between organizations, particularly where there is much autonomy, as with school and library boards and conservation authorities, the same problems are found, but on a larger scale and one more resistant to remedy. School boards are especially beleaguered with problems, chiefly high labor costs, strong unions, and declining enrolments. Despite some very healthy working relations between boards and other boards and municipal departments, problems remain. For example, the charge for a community group to hold a weekend dance in a school costs about $180 in Nepean (no charge in Sault Ste. Marie). And plans are under way for a library (Library Board) within a matter of several metres from a municipal recreation facility (City Council through the Park and Recreation Department) and a public school (Board of Education) which will have its own library of course. In Sault Ste. Marie, the local conservation authority's budget demands and its expansion in recreation services have threatened municipal recreation priorities.

b) Both within and between organizations there is much dissipation of energy. Lack of co-operation and combined effort works against effective response to major opportunities. These same shortcomings also work against future thinking, policy development, co-ordinating and integrating services and resources, and the like. Staff time, as previously noted is limited by everyday demands and by long and irregular schedules. For local politicians, the problem is even more serious since most local politicians must also hold usually demanding full-time jobs. The demands of office are great with committee and council meetings, group and individual requests for time, information, assistance, etc., and keeping abreast of what is happening on several fronts.

One of the consequences of dissipated energies is that major opportunities may be missed. From the standpoint of local autonomy and decision making, thorough discussions of "deconditionalizing" grants to municipalities could be fruitful. Those resisting such proposals note that it would seriously add to the concentration of decision making within the provincial government and dramatically reduce provincial programs designed mainly to affect transfer payments through conditional grant schemes. A more dramatic example of missed opportunity is seen in the lack of widespread public support and pressure to implement the recommendations in the final report of the Select Committee on the Utilization of Educational Facilities.[24] Many of the recommendations were far-reaching and fully consistent with directions which the paradigms and evolving recreation philosophy suggest as desirable.

c) Just as staff members succumb to routine and detail, so do committees, boards and councils. That these matters are more tangible and of definable dimensions is certainly part of the reason. But it also appears everyone is doing each other's job: staff second guessing committees and councils; committees and councils bogged down in details; discussions and decisions reviewed and repeated. Perhaps there is so much pressure to keep everyone informed and accountable that accounting and informing become the primary activities of all public servants. This is a symptom of concentrated authority. It is also a symptom of too little trust throughout the system. There is another potential source of the penchant for the detailed and technical, the second guessing and repeating. That is the tendency, when appointing people to bodies such as park and recreation committees, to appoint those with some expertise, technical competence, or experience in the same or related areas. The consequence is that these people become the dominant voices, and the detailed and technical matters (which staff should look after) come to take the most time. Policy-making bodies do not necessarily require technical expertise. Too, much may be gained by inclusion of those who have quite different interests and competencies. Appointees should represent the community and not replicate staff competencies and interests.

The (expletive deleted) System

This brief review of systemic problems is limited to three problems evident and immediate to public recreation systems at the municipal level. These subsume literally hundreds of specific cases and examples of problems difficult enough in the present and likely more so in the future.

a) There are a number of problems inherent in the government systems we have which limit the ability of elected bodies to act according to comprehensive and long-term views. Competition for popular support requires decision making based upon particular rather than comprehensive issues according to constituents' interests, and according to immediate and pressing issues rather than those of the longer term. The election process tends to result in issues being overly simplified, insular to the mandate of the particular local body, and generally committing government to more, rather than less, service.[25] "The urge for re-election purges the rationale for good government."[26] At the municipal level, where terms are typically two years, these limiting effects are almost constant as the cycle is so short.

b) All Canadians are familiar with the constitutional problems of which level of government is responsible for what.[27] Generally, this can be reduced to concerns about which level of government and which party is providing which service, and how much credit and goodwill it receives in return. Senior governments by-passing local levels of government is common, thus making planning difficult, and often disrupting local priorities. Benefits of progress made in clarifying the respective roles of federal and provincial governments under the Federal Fitness and Amateur Sports Act is limited since that is only a small part of the mix of government recreation services. Visibility and credit is an endemic disease of elected governments and party politics. Consequently public *goods* in the way of programs, services, facilities and the like come to replace public *good*, which may require less visible effort.[28] The imperative, therefore, is always to do something rather than nothing, to provide rather than support, usually on terms set by the providers. Thus it is that suppliers are more heeded than recipients. And we get more, or different, than we may have intended or wanted.

c) The structure of government finance is also replete with inherent problems that make it difficult to change in desired directions. Senior levels of government have many sources of revenue and can collect much of it without riling the general public. The income tax is automatically taken, for example, and we are so accustomed to it that we speak only of "take-home pay" and "after-tax dollars". But local taxes have to be paid out of the "after-tax dollars" and that tends to be an irritant even though most would agree that local taxes are used more efficiently and effectively than those of senior levels of government. Inefficiencies of scale alone warrant that conclusion, as do matters of access, input, and responsiveness at the local level. Local revenue is heavily derived from a single tax, the mill rate on property, so local taxpayers not only can feel the money going out for taxes but they have a target on which to focus annually. Thus, local issues and decisions come to be viewed according to the effect on the mill rate.[29] Further, since municipalities generally collect for all local purposes, including school boards and regional governments which between them take two-thirds or more of what is erroneously called the "municipal rate", municipal officials and agencies bear much of the burden of taxpayers' discontent, while often using as little as eight or 10 per cent of an individual's total tax dollars.

From all this, people get the notion that what doesn't raise the mill rate doesn't cost anything. This is especially so with regard to transfer payments or grants from senior governments, which by horrific distortions, come to be thought of as free money. As far as taxpayers are concerned, since the money has already been spent (from their point of view it has in fact), the rational course is to get back as much as you can. And since the benefits tend to be specific and concentrated while the burden is widely dispersed, the temptation will always be great and the demand in excess of the resources available. When cuts are made, the burden of loss is specific and the benefits so widely dispersed as to be almost negligible. In short, there is no constituency for widely-dispersed costs or benefits, and there are strong lobbies where costs or benefits are concentrated, as they almost always are.

This takes place within the local level as well, and is particularly notable regarding capital funds and developments. In the case of a growing community, fees for essential services are paid by developers (and in turn by buyers or renters) and gathered as reserves. When reserves are used for capital development, avoiding debentures which would add debt service to the mill rate, it is often argued that the capital development doesn't cost anything – at least in mills. The cost of housing is another matter. Later, of course, operating costs swell the mill rate annually for years to come.

Even the rationale for debenturing has become increasingly suspect, the rationale being that since people 20 or 30 years hence will be benefiting from the expenditure, they should share in the cost. That has some merit in eras of slow change; in eras of rapid change there is considerably less merit in the argument, meanwhile preempting resources and further limiting future options. We no longer have any basis for the belief that 20 or 30 years from now people will share current priorities.

For each of these categories of obstacles for individual recreationists, citizens, local agencies, and the government system generally, there is a rich, extensive and often disconcerting literature and range of experience. The weight of macro-level problems is felt at each, more local, level until the weight of the whole falls on the shoulders of each individual. The cutting edge of social change works at the level of the individual.

We have some understanding that the well-being of each of us is dependent on the well-being of all, since the common welfare seems not to have emerged by each pursuing his or her private gain. But in non-material ways it may be that the well-being of all depends on the well-being of each one, since each one must be well in order to contribute to the wellness of others.

The institutions and agencies we've come to rely upon can help, mainly in material ways. Non-material support we must provide for each other. So of the dozens of crises said to be facing us now and in the future, the final crisis is a crisis of hope or spirit. If we can't meet that, we cannot meet any of the others. What we expect of ourselves and each other must go up.

IV. Summary of Survey Findings

(with Peter A. Witt)

Purpose

There has been an extensive array of surveys conducted in recent years within the recreation field and an even more extensive effort to ascertain peoples' hopes and fears and attitudes both in the U.S. and Canada. One purpose of the survey was to attempt to link attitudes with perceptions about recreation services in the two communities studied. A related purpose was to follow-up on findings of previous studies of recreationists' perceptions of service goals and on obstacles to availing one's self of recreation opportunities. In addition, the survey explored the relationship between future values, as suggested in paradigms of value shifts, attitude dimensions, and perceptions of recreation agency goals and obstacles to participation.

Along with these purposes, samples were drawn to provide comparative data between professionals and citizens. This was considered to be of interest and value in generally comparing perceptions and attitudes between the providers and recipients of services.

Review of Major Findings – Goals

a) There is a very high degree of agreement among all five groups as to the importance of various agency goals at the present time. Highest ratings of importance were for such well established goals as: to develop and offer recreation programs; to provide facilities; to provide a local system of parks and green spaces; to supply information about the organization's own leisure opportunities and programs; to provide programs for those with special needs. Lowest ratings of importance were for: to provide leisure counselling services; to encourage individuals to develop values and attitudes about leisure; to help individuals increase personal knowledge about leisure; to support and help out programs sponsored by other community groups, to encourage personal growth.

b) Citizens in Nepean and Sault Ste. Marie like the local recreation agency's present goal emphasis and want it to continue. For the Soo and Nepean citizens respectively, the correlation between "is now" and "should be" goals is .81 and .85 respectively. This may lend credence to the expression that people want what they know rather than know what they want. It may also suggest that people like being provided for and have developed dependency on service providers. Thus, changes in service suggested by shifts in philosophy and local government priorities and resource limits may be difficult to bring about.

c) Recreationists, especially the staffs in Nepean and Sault Ste. Marie, are interested in pursuing goals different than those now given highest priority in their own agencies. While providing a local system of parks and green spaces, and providing for those with special needs remain important goals for the near future (should be), recreationists would like to shift emphasis *away from* providing programs and facilities and drawing attention and participants to the agencies' own programs and *toward* supplying information about all leisure opportunities in the community, drawing upon resources of other community groups, and in Nepean particularly, to support and help out programs sponsored by other community groups.

d) There appears to be one underlying (should be) goal orientation common to recreationists and to citizens of the two communities. Individual growth and develop-

ment appears as an over-all goal which local agencies could pursue. This over-all goal includes especially: encouraging personal growth; helping individuals increase personal knowledge; helping individuals develop values and attitudes; helping individuals develop physical and social skills. For citizens, the second underlying dimension was a continuation of direct provision of programs and services. Working in mutually supportive ways with other community groups was, for the citizens, aligned with the first factor characterized mainly by individual growth. Among professionals, the traditional role of providing facilities and services was not the underlying dimension of the second factor. Rather, the second dimension was mainly one of interacting with other groups in mutually supportive ways and involving citizens in planning and decision making; in brief, a community development dimension.

Some Implications Regarding Goals

Between recreationists and citizens, and particularly between the staffs and constituents in Nepean and Sault Ste. Marie, there is a high degree of agreement about present agency goals and almost no agreement about what the agency goals should be. The major difference is that the citizens wish to continue the current emphasis on direct programming and provision of facilities while agency staffs, and Ontario recreationists generally, wish to pursue a different service mode emphasizing individual and community development in a supporting, co-ordinating and enabling service role.

Among the many implications that can be drawn from this, three are noted briefly. If leadership does not mean followership, if leadership is to be proactive rather than reactive, then the task ahead for recreationists will be difficult and unpopular and involve risk. There is, then, a need for recreationists to build a base of support within the agency, the recreation movement and the community, as well as in one's own private life.

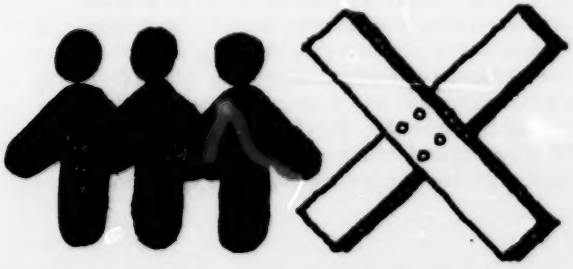
At the same time, there is an urgent need to educate citizens not only about leisure but about the role of government, resource limits, and the like. Means must be found to distribute resources and decision-making powers back to the community and to individual citizens by increasing access and involvement in making policy as well as implementing program. Individual growth and community development presumes such access and involvement.

Too, attention must be paid to clarifying what is meant by the new terminology of enabling and facilitating. As part of this, measurable criteria are required by which the success of an agency desiring to play an enabling, facilitating role can be judged. These must be understood and accepted by local constituents, board members, elected officials, and those in related public and private agencies.

Review of Major Findings – Barriers

a) As with the goals, there appear to be two underlying dimensions or types of barriers evident from the responses. With minor variations, the two factors or underlying dimensions are the same for all three samples: citizens of Nepean and of Sault Ste. Marie, and Ontario recreationists. The first factor emphasizes capacity to choose and can best be characterized by obstacles such as lack of awareness, motivation, initiative, and the like. Among barriers making up this underlying dimension were: not sure how to use available resources; don't know what is going on or what is available; not sure what activities to get involved in; not at ease in social situations. The second factor is comprised of barriers emphasizing freedom to choose. Together they can best be described as obligations which limit a person's ability to participate in recreation activities. Barriers making up this factor include: too many family obligations; don't have enough free time; work is the main priority; family and friends' expectations limit me.

These two underlying types of barriers indicate markedly different types of problems. The burden of obligations, especially regarding work and family, precludes more extensive involvement. But, even if obligations do not preclude involvement, there remains a problem of awareness, motivation, and initiative, perhaps stemming from a lack of confidence (not at ease in social situations), lack of competence (not sure how to use available resources), and inability to choose (not sure what activities to get involved in).



b) The extent to which barriers are problematic, that is, more or less of an obstacle, varies according to stage in the family life cycle. It is clear that the abundance of opportunities for school-age children, and the role of children in linking parents with recreation opportunities in the community, breaks down barriers. Several barriers are least problematic for adults in families in which the youngest child is school age (between six and 18 years old). Among barriers least problematic for those with school children are: not sure how to use available resources; nobody to do things with, don't know what's going on or what's available; just not sure what activities to get involved in; not at ease in social situations; planning and making decisions is difficult. Conversely, not having enough free time and too many family obligations are most problematic for adults with children of pre-school and elementary school age. Barriers such as too much daily stress, and often not feeling like doing anything, become increasingly problematic at later stages of the family cycle.

c) Recreationists in Ontario, by virtue of education or training and the nature of their work in the recreation field, are less deterred by most barriers than are citizens. Such problems as not sure how to use available resources, not knowing what's going on or what's available, and not being sure what activities to get involved in affect recreationists least, as would be expected. Conversely, recreationists rate the barriers – feel too much daily stress and often don't feel like doing anything – as more problematic than do citizens. This is also understandable considering the nature of the work and noting that all of the recreationists were employed and pursuing a career.

d) The extent to which barriers are problematic is directly related to the degree to which people feel they are in control of their own lives (or the degree of internal vs. external control). Of the 18 barriers, those most externally controlled (who felt least in control of their own lives) rated 14 of the barriers as more of a deterrent than those internally controlled. The four barriers for which there was no difference according to locus of control were lack of time, work being the main priority, family obligations, and the limits of family and friends' expectations. For seven of the 18 barriers, the greater the political alienation, the higher the rating; that is, the greater the problem with the barrier. Community orientation and optimism about the future did not appear to be related to difficulties people encountered with these barriers.

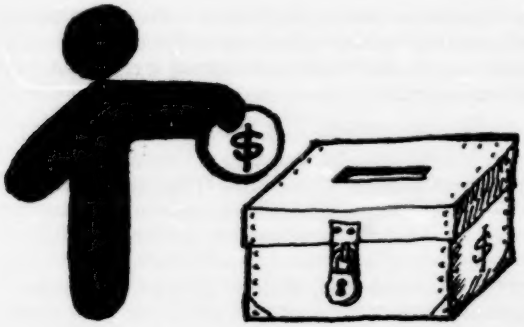
e) Among those who seem to have shifted furthest toward the future principles or values (the right hand or toward side of paradigms of principles or values) political alienation seems high and future optimism is low. Further, there is a general pattern of low optimism and low community orientation with high external locus of control and high political alienation. This may reflect a pattern of general malaise widely described in the literature. The relationship between orientation to future values or principles and pessimism is disturbing as is the relation between pessimism and external control, alienation and low community relatedness. Having noted the relation between barriers to participation and external control and alienation, and having identified individual and community development as important goals, we come to appreciate both the efficacy of the goals and the difficulty in attaining them. Too, if those most oriented toward the future are politically alienated and pessimistic, can it be that they work within the system for change? Can it be that these are the "drop outs" who prefer alternative life styles in order to find a greater sense of community and re-acquire a greater degree of control over their own lives and their immediate surroundings?

Some Implications Regarding Barriers

From the data on barriers to more extensive involvement there are two principal implications to be noted. The involvement of adults through their children is clear from the data. What is also clear is that more attention must be paid adults without children. Declining birth rate and changed age distribution of the population has brought us to the same conclusion. Family opportunities, as opposed to those for youth, should not, however, receive less emphasis. Rather they should receive more if barriers related to family obligations and expectations are not to become more problematic a barrier.

The general type of barrier indicating people's perceptions of themselves as lacking confidence, competence, ability to make choices, or awareness of opportunities suggests two major thrusts which agencies might undertake. Most obvious is an informing and educating thrust. But structural changes in service delivery are also indicated, such as reducing the scale of programs and facilities and decreasing their formality, decentralizing, concentrating on development and enjoyment rather than competence and expertise. For many, scale, formality, and the invidious comparisons born of emphasis on performance and winning is intimidating. More flexible scheduling and more opportunity for spontaneous involvements should be encouraged also.

Having made a tentative, exploratory analysis of attitudinal dimensions, especially internal vs. external locus of control and political alienation, there is enough evidence of significant relationships with goal and barrier data to suggest further study. This is not simply an academic exercise. If recreation policy and planning are to be participatory, if individual and community growth and development are to be realized and if citizens are to become more self-reliant, mutually supportive, and more in command of their own recreative opportunities, then being alienated from the political system and feeling controlled by external forces are attitudinal problems requiring everyone's attention.



V. Nepean

The City of Nepean (as of December, 1978) is a young, aggressive, growing, predominantly middle/upper-middle class "bedroom" community of Ottawa and of the federal government. Largely a rural township since incorporation in 1850, it has grown in population dramatically in recent years, more than doubling in size since 1963 to a current population of about 81,000 people.

Of the 52,000 acres comprising the city, nearly half is in agricultural use or vacant or idle land and another one-third or so is federal government "greenbelt", leaving less than 15 per cent of the area which could be classified as a developed urban area. The city has no centre, no downtown, and people are likely to identify with their subdivision rather than with the city, though they are proud to be residents of Nepean. Like other suburban areas developed during the past 30 years, its population is very homogeneous, very dependent on private transportation, and still more oriented to children than are older communities. There is very little subsidized housing which is so dispersed and integrated that many think there is none, or at least don't know of any. Ethnic populations are small but growing.

As a municipality, the city is in sound financial condition. For the past decade it had an astute and aggressive reeve and active council, and as a result the (then) township was able to keep apace with population increases, provide the services of roads, utilities, and the like, and still acquire land and invest heavily in recreation and park capital development with little indebtedness. In fact the municipality now owns more land (much of it passive with little or no maintenance) than it will likely use for some long time, partly as a result of anticipating a growth area of 75,000 to 100,000 as suggested in a regional plan drawn a few years ago. The Ontario Municipal Board, in the face of much evidence of slower-than-anticipated population growth in the region, placed a ceiling of 25,000 population on that growth area (known as Barrhaven).

This strong financial base of municipal government arose through budget surpluses over a number of years and especially through monies accumulated in reserve accounts, much of it from development fees. For the coming decade, the population is expected to grow from the present 81,000 to between 100,000 and 110,000. Much depends on growth rates, on what becomes of development fees

(there is interest in some quarters in eliminating them because housing costs are already beyond the reach of so many), and on other factors. Nepean may be able to operate in the next decade as it has in the past, but there are many who are skeptical.

With the federal government pursuing a policy of decentralization and with some cutbacks in the public service and growing cries to check the growth of the federal bureaucracy, there is increasing concern about the region's economy. In the downtown area of Ottawa there are already thousands of square metres of empty office space. All the municipalities in the region are scrambling to establish a stronger industrial base. Of course no one wants heavy industry, and there seems little likelihood of such industries establishing in the region in any case, but all seek clean, light industry. There is some talk of pooling the industrial base tax resources on a regional level and also pooling grants in lieu of taxes, though this is likely many years off, if ever. There is some squabbling between Ottawa and the surrounding municipalities and competition, even jealousy, among the municipalities in the region. For some time to come then, the bulk of the local revenues for annual operations will be from the residential mill rate levied on Nepean ratepayers.

There are two other major actors affecting the governance of Nepean and the distribution of taxes and services there. First are the school boards, public and separate. Unlike older communities such as the City of Ottawa, Nepean is young and growing. So whereas others face declining enrolments and the necessity to phase out schools and reduce staff, the Carleton School Boards are still expanding. Sites have been identified for additional schools to be built over the next several years, although one public elementary school in one of the city's older subdivisions may be closed within the next few years. Despite transfers from senior governments, school costs are likely to continue rising as in the past. Revised jurisdiction boundaries which would effectively combine part or all of the Ottawa area with outlying area jurisdictions may ease the problem of having to phase out and still build schools. An additional problem for ratepayers served by the Carleton Board is that its teachers and administrators are the highest paid in Ontario, and salaries account for over 80 per cent of school board spending. Wage settlements of the Carleton Board are a source of consternation to other boards in the region and province, and the number of teachers or their spouses on the Carleton and other boards is becoming a source of consternation for local ratepayers.

The other major contributor to the local government mix is the region, the Regional Municipality of Ottawa-Carleton having been established 10 years ago. This tier of government has slowly grown under deliberately low profile leadership. Most believe the leadership profile, if not the rate of growth, will change as regional council elected former Nepean Reeve Andy Haydon as its new chairman in December, 1978.

For the past three years, the then Township of Nepean did not raise the mill rate for municipal purposes but the levy on ratepayers continued to rise because of increases for school and regional purposes. The municipal council made a concerted effort to make certain that ratepayers knew who was responsible for the increases. For 1979, ratepayers were advised that rate increases for municipal as well as school purposes were certain; figures as high as 13 per cent were cited, perhaps as a way of making an increase of about 9 per cent more palatable. Many feel the increases for 1980 will be even higher.

The November elections to council were interesting in that restraint was the major issue, and spending on recreation facilities the major example of lack of restraint. A particular issue was the building of a recreation complex in Barrhaven, scheduled for opening in the early weeks of 1980. As noted, the Barrhaven area was projected to grow to a population of 75,000 - 100,000 until the OMB placed a 25,000 population limit on the area. A recreation facility to include an indoor pool, ice rink(s), some multi-purpose space and squash courts was envisioned for the area with initial capital cost estimates of about $3.4 million. Initial plans also were for almost total integration of the complex with a school. As a result of bickering among members of the Carleton Board of Education (a 20-member board of which six representatives are elected from Nepean) and between the school board and municipal officials, much of the original co-operative integrated development and operating thrust has broken down, though some remains. Meanwhile, the recreation complex is to include two arenas and separate diving, competitive swimming, and teaching pools. Cost

estimates have risen to about $6 million, and could reach $7 million or more before the facility is completed. It will be built with money in reserve accounts with several hundred thousand dollars contributed from provincial grants, none of which is Wintario capital grant funds. There will be no borrowing.

There are other actors contributing to the total recreation and park potential, especially the National Capital Commission which has forest and conservation areas in Nepean plus limited participation with a local campsite authority and the National Capital Equestrian Park. Activities such as nature study and cross country skiing are facilitated with these recreation areas.

Parks and Recreation

The first official recreation authority in Nepean was the Community Centres Board established in 1957. Had not Ottawa annexed over 7,000 acres which included 85 per cent of Nepean's population and assessment in 1950, perhaps some official body might have been organized earlier. But in 1950 Nepean's population was reduced from nearly 21,000 to 2,402. The Parks and Recreation Department was established in 1965 reporting to what for a few years was called the Community Centres Board and Recreation Committee and finally, in 1970, the Parks and Recreation Committee. The Board's operating procedures were apparently less than adequate during its early days. There are no minutes for the period 1957-1966, and *in camera* meetings were held to familiarize board members privately of coming items and to prepare the agendas for the public meetings. Perhaps as a result of elected officials' concern for such a style of operations, the Parks and Recreation Committee has had little latitude. It is advisory to council, serving mainly as a buffer between council and the community and the department. On major items such as the development of major facilities, the committee has had almost no voice but is kept informed.

Philosophy

Within the recreation section of the department, particularly but not exclusively, the philosophy is very future-oriented. This can be attributed to the fact that the staff, full-time and part-time, is mainly young (20s and 30s) and well educated, most having college and/or university degrees. These traits are characteristic of indicator groups of change and future directedness. The future orientation has been characteristic for a long time, but, for perhaps several reasons, there is quite a gap between the idea and the reality. The idea is very strongly oriented to individual and community growth and development, co-ordination, facilitating/enabling, educating, advocating and the like. The reality is programming, estimated to be about 90 per cent of the section's current commitment. The result is some discontent in the section. Staff recognize that there will likely always be some need for direct programming but that some of the emphasis must be shifted to community development and to co-ordinating, enabling, and educating efforts.

This philosophy dates back at least 10 years, but Nepean was much smaller then; the Parks and Recreation Department was small, not too highly visible, not too costly. A review completed in May, 1972 recommended that the department's perception of itself as co-ordinator rather than provider be stressed with the public which perceived the department's function to be that of provider. It also recommended that emphasis be placed on small, local facilities (the Sportsplex was under construction at the time) and that more informal opportunities be stressed rather than formal membership/team/class/club activities. The report also points out the tendency of centralized government agency activities to overwhelm, in visibility and in other ways, community initiatives and efforts.

For 10 years or more, then, recreation has been swept along by the imperatives of visibility, tangibility, accountability of a quantitative nature, and the like. There is a growing frustration among some of the staff with the difficulty of breaking out of this cycle, with the increasing pressure to generate more revenues, and with the fact that facilities very costly to operate may pre-empt services which are less visible than programs and recover less of the cost than those now offered.

Nepean council and its Parks and Recreation Department has always prided itself on planning for the future. Its reputation throughout the province has been very good as a

result. In fact, Nepean is the envy of many practitioners. Ten years ago, when major initiatives began which have carried to the present, the future looked much different. The environmentalists were still suspect in many quarters; the oil-producing countries had not yet formed a cartel; the women's movement was in its infancy.

The commitment to such high-profile and high-cost facilities and direct programs and services no longer seems appropriate, given the philosophic shift and a dramatically different social and economic situation. Hindsight, it is said, is always with 20-20 vision.

In addition, Nepean was and remains confronted by difficulties – one not unusual and one quite unique – which shape initiatives. The city is young, its residents mobile if not transient, and it lacks the traditions, many long-time residents, an identifiable core, and other characteristics which contribute to a sense of community. An auto is almost essential because its population is spread over a wide area and much of its work force commutes to downtown Ottawa or elsewhere in the region. That tends to place a higher burden on government for direct provision of recreation.

The unique problem is that the federal government, with its National Arts Centre, National Museums and Gallery, National Capital Commission, and the like, sets a high standard for parks, recreation and cultural amenities. That is an unavoidable influence on park and recreation services in the region.

Growth

Nepean has felt the pains of rapid growth. Those who have been with the department longest miss the earlier days when there was more camaraderie among staff and closer contact with the community, less office time and red tape, fewer headaches and pressures. Ten years ago the staff complement was 12 full-time employees. As of January, 1979, it stood at 95. The 1969 operating expenses of the Department of Parks and Recreation was $335,000. The 1979 estimates call for approximately $5,000,000, excluding libraries. With a population of 81,000, per capita expenditures for Parks and Recreation stands at about $65, the highest among the 11 municipalities in the region and among the highest anywhere in Canada. Deducting revenues from the total, the per capita tax levy is approximately $42. It has been at about this level for the past few years. With the inclusion of libraries as is done in over-all budget figures, parks, recreation and cultural services expend 12.5 per cent of the total local government operating revenue, an amount almost equal to that spent for police and fire protection combined. In Nepean, Parks and Recreation is a very big, high-profile government service. As one committee member noted, "sewers and streets don't have much pizazz".

Without providing extensive detail about the department or service, some observations will be made about budget, program, facilities, staff organization, and some guesses about the future.

Facilities

In 1978, the Nepean Parks and Recreation Department maintained over 80 parks ranging in size from less than one-half acre up to 160 acres, with most below 10 acres in size. It also maintains some school board lands as part of its joint use and exchange agreements and six community buildings (not centres but modest buildings which are controlled by local community associations), two of which are used almost exclusively for local tennis clubs during the summer season. In addition, the department operates four outdoor swimming pools and two arenas. The department also operates the Nepean Visual Arts Centre, a 10-room, 2-storey former office building converted to class and study space mainly for painting, drawing, pottery and certain crafts. The crown jewel of the department and of the municipality is an $8.5 million facility opened in 1973 with additions built after that date. It now includes a rink and a 2,700-spectator arena, a pool built to international standards for swimming and diving, curling rinks, gymnasium, squash courts, dining lounge, small pub, rental halls, and department administrative offices. The Nepean Sportsplex is known throughout the province if not beyond. While built under a great deal of controversy about the decision-making process as well as the cost, most Nepean residents are proud of it. When Nepeanites have guests visiting from out of town, if they are to be shown anything in the city, they will be shown the Sportsplex.

Nepean is very heavily into facilities and "hard" recreation, hard translating roughly into high-capital-cost sports facilities, most notably swimming and skating, with hockey the dominant form of the latter. The $6 million-plus complex scheduled to open in Barrhaven is primarily a swimming and skating facility.

There is also some interest in an expanded nursery for trees and planting materials and for shop facilities for the trades involved in operations and maintenance. Despite all the campaigning for restraint, other major facility developments seem almost inevitable over the next several years. Included would be an indoor pool, a pool and arena complex, a modest visual arts centre, a major performing arts centre, several modest community buildings, additional soccer fields, and continued development of Waterfront Park on the Ottawa River. Money is already available in reserve accounts for some of these facilities. But even if no indebtedness is contracted for these facilities, additional staff and annual operating funds will be required to maintain and operate them.

Programs

Just as the Nepean Parks and Recreation Department is heavily into facilities, it is also heavily into programs. It runs literally hundreds of classes in the performing arts (mainly dancing, including a large ballet program) and the visual arts. [In February, 1979, the ballet program was, in essence, turned over to the interest group formed around this activity. The committee vote was close. Those opposing the turn-over noted that the program had realized modest surpluses of revenue, the argument being that programs losing money should be turned over to others – not those making money.] Nepean is very extensively involved in programs for the pre-school age group; conducts a number of regularly scheduled programs for the mentally and the physically handicapped; provides classes for a variety of physical activities, especially fitness classes for adults and gymnastics for the school-age population. It is extensively involved in scheduling and permitting use of facilities for nearly 70 local sports organizations, and in a variety of programs for youth, teens and women, which are based in schools and community buildings throughout the city. There are also sports camps, day camps, mobile playground units, a range of special events and so on. Finally, with the addition of the indoor swimming and diving facilities at the Sportsplex, the aquatics program has grown very large. Lessons make up a large part of the aquatics program but Nepean is also heavily committed to competitive swimming and diving, with a full-time swimming coach paid by the city and a resident diving coach paid by a national organization. The local amateur hockey association is almost fully responsible for competitive hockey in the community and is the dominant user of the four indoor rinks/arenas; figure skating is handled by a strong local club. Tennis is handled on a community or district club basis with co-operative arrangements with the department.

As with the comments on facilities, this is a very brief, very cursory review. The only purpose is to indicate how extensively the Nepean Parks and Recreation Department is engaged in direct programming and providing facilities, all of good if not excellent quality. That this is so is not at all surprising, for several reasons. It is a relatively new community; thus there has been no gradual build-up of facilities. Nepean's first arena was built in 1965, its first pool in 1967. There are no redundant schools (one school closure is anticipated) or suitable buildings of almost any kind which might be re-cycled as community recreation facilities. While

there is some non-profit agency programming in the city (scouting, for example), there are no Ys or boys' or girls' clubs. Private recreation enterprises are few, and major developers of apartment and condominium complexes are slowly withdrawing from the operation of swimming pools, game rooms and the like. On the other hand, there is a great deal of useful but unused space, mainly in schools (rooms for the arts, shops, lounges, etc.) which are not as readily available as some other spaces (cafetoriums, gymnasiums).

In some of the oldest areas of the city, because of inadequate regulations at the time, provision for parks and recreation was consequently inadequate too. Some of the newer developments are of high densities, including high-rise apartments, and most of the development in years to come will be medium-density housing: row houses, semi-detached houses and small apartment units. So there is still a need to provide additional open and play spaces in some of these areas. Already established parks have been extensively upgraded over the past several years.

The geographic distribution of Nepean's population contributes to the momentum behind facility development. Several miles separate most of the population from the Sportsplex and from Barrhaven, the two major facilities which have (or will soon have) the city's only indoor pools and four of its six indoor rinks. Even though Nepean's council members are still elected at large, there is some evidence that councillors have their local bases of support to which they may be especially responsive, and some form of ward system is imminent. Building a major facility in one area invites pressure to build something just as good (or expensive) elsewhere.

Finally, the program and facilities are so extensive because the people have demanded them. Recreation is a priority among Canadians and those middle-class, upwardly-mobile migrants to suburbia want the best for their children and themselves. It is not unusual, for example, for the department to receive calls inquiring about programs for children as young as 14 months old who are "bored". There is a message here about the family as well, or at least about some parents. Nepeanites have high expectations and make heavy demands. But there is a growing feeling that they have been spoiled and may have to do more for themselves or go without.

Staff

Of the 95 full-time staff, approximately 70 are members of the Canadian Union of Public Employees, mostly under the collective agreement for outside workers. It should be noted here that there is union activity to bring into the bargaining unit part-time workers who work 24 hours per week for six consecutive weeks. There are a few of these in the Department of Parks and Recreation. There is some concern everywhere, including in Nepean, about union demands and militancy in the coming years, concern recently heightened by revelations about profit levels in 1978. The top level of administration in the department includes the commissioner, the directors of four sections (planning, operations, administration, and recreation) and the superintendent of the Sportsplex. By function below this administrative level, there are four recreation supervisors and one full-time programmer, 14 secretaries and clerical staff, four aquatics personnel, and 58 operations and maintenance personnel. Of this total, 30 are employed full time in the operation of the Sportsplex, not including the four full-time aquatics personnel, who report to the director of recreation for some matters and to the director of operations for others.

In calculating the 1979 budget estimates, some 228,000 hours of part-time employment are expected for all sections of the department, about the same figure as in 1978. This is the equivalent of 114 full-time employees (i.e.: person years based on 50 weeks of 40 hours). Of these, there are 37 person years in recreation, 30 in aquatics, 20 in operating the Sportsplex, and 11 each for canteens and for maintenance excluding the Sportsplex.

Of the 95 full-time positions, two were approved in 1978 for the 1979 budget – both maintenance men. Six additions to the staff were initially proposed for the 1979 estimates: a clerk, a maintenance man, a pool supervisor for the Barrhaven complex, and upgrading three existing positions in the recreation section; in two of the three positions the encumbents are already employed more than 30 hours per week but are paid little and receive no benefits because full-time positions have not been approved. [Finally, the requests for full-time personnel were dropped in later rounds of the budget process. There was no approval for additional full-time staff.] There are about a dozen such positions, called "full-time part-time" throughout the department. Some are paid less per hour than sanitation truck loaders on probationary status during the initial months of employment, and receive no benefits. It is clear to many that people in these positions are being taken advantage of. Given the number of person years, full-time and part-time, employed in the Sportsplex operation (about 54 including the aquatics staff) one can predict the impact the Barrhaven facility will have on the department's 1980 operating budget.

Two additional impressions should be added, both arguable in that they are recognized privately but not publicly. First, due to the size of the department, its rate of growth and the pressures of heavy workloads in a high-profile service, there is a somewhat uneasy relationship between the recreation (program) section and the operations (including maintenance) section. As an example, Sportsplex personnel have experienced some difficulty – vandalism and the like – with students from an adjacent secondary school. But an employee in the programs section, hired to work with teens, has not been involved in attempts to remedy the problem. Second, most of those in the program section have college or university degrees. For some reason, there is some uneasiness among others on staff about this, divided between those apologetic and those proud of not having degrees.

Budget

Budget category	Expense	Revenue	Subsidy (Levy)
Administration	$1,190,900	$ 162,000	$1,028,900
Arenas	312,350	167,200	145,150
Outdoor Pools	158,450	50,450	108,000
Sportsplex	1,691,500	1,038,000	653,500
Operations/Maintenance	760,450	–	760,450
Recreation Total	571,400	261,100	310,300
Administration	44,550	–	44,550
Cultural Programs	108,950	58,200	50,750
Sports Programs	156,750	133,850	22,900
Special Services	110,900	40,250	70,650
Community Activities	150,250	28,800	121,450

Of its 1978 budget estimate (the 1978 actual is not available at the time of writing) of $4,685,050, revenues generated by department activities amount to $1,676,750 or about 36 per cent of the total. The balance of $3,006,050 was raised by the annual levy. Salaries and wages, which always claim the lion's share, amounted to about $2⅛ million or about 53 per cent of the total. A brief budget summary is presented here, with comments.

A large portion of the administrative expense, over $600,000 or about 52 per cent of the total is debt service on debentures issued for the Sportsplex, and another 25 per cent is for salaries and wages. The revenue is the result of surpluses and a recreation (Regulation 200) grant from the province.

Arena expenditures are for the two rinks outside the Sportsplex; the figures do not include $21,090 budgeted for repairs. Other items for the rinks (some for the Sportsplex) not included in the budget were five new score clocks at about $5,500 each, paid from reserve funds, and a new Zamboni at about $24,000.

Pool expenditures are for four outdoor pools operated during the summer months. An additional $14,000 was budgeted for repairs to these pools. It is expected that very substantial repair costs will be incurred in the current and coming years if outdoor pools are to remain in operation.

Obviously the Sportsplex is a major operation. Its annual payroll is nearly $1 million. Its utility bills for 1978 were estimated at about $354,000. The next largest item in the Sportsplex budget was $143,000 for repairs, and an additional $70,000 for repairs listed in the capital expenses should be included. Repairs in and around the Sportsplex during 1978 included recoating the roof ($17,000), repaving the entrance and parking lots ($64,000), constructing a new front entrance ($170,000) and a study of means of saving energy ($3,000) which suggested the possibility of solar panels to reduce energy costs but the period for cost recovery was judged to be too long. In constructing the Barrhaven facility, several methods are being employed to reduce energy costs.

Of the Sportsplex's cost recoveries, the squash courts and gymnasiums recover most of their costs; hall rental receipts have declined but there is little maintenance expense; curling hasn't reached its revenue potential and is modestly subsidized; the arenas can't produce more revenue without fee increases and they are subsidized; swimming is subsidized the most heavily and also cannot increase its revenues much without increasing fees, as was done by council in May, 1978. [Across-the-board fee increases were approved in March, 1979 for virtually all activities.]

An analysis of the annual budget by activity supported by the department, especially by the provision of facilities, suggests that as much as 50 per cent of the tax levy for recreation goes in support of skating rinks (again minor hockey being the major user) and for swimming. The difference between costs and revenues for arenas, pools, Sportsplex operations, and debt service reveals the following amounts of subsidies: arenas, $145,150; outdoor pools, $108,000; Sportsplex, $653,500; debt service, $618,300. This is just over 50 per cent of the amount of the total tax levy for parks and recreation in the 1978 estimates.

The Barrhaven facility will have four squash courts and some general purpose areas, along with two rinks and separate pools for diving, swimming and teaching, and its impact has already been suggested regarding personnel. As to operating costs and revenues returned, it is likely to incur a deficit of as much as $500,000 for its first year of operation, increasing or decreasing according to costs, mainly for salaries and energy, in relation to revenues collected.

A final comment. There is much "cost recovery" talk in Nepean, from a council elected mainly on a restraint platform to a departmental staff which is concerned about generating more revenues and perhaps cutting out activities and programs which are not producing enough revenue to be sustained. Even now, there is virtually nothing free available; the only free activity at the Sportsplex was a program to introduce people to curling. This is partly due to the high cost of a good quality, high-visibility operation. There is also the philosophy in some quarters at least, that people appreciate things more when they have to pay. In the cultural and sports program areas, there are no free programs. The special services area has an education and advocacy role as well as programs which require low staff participant ratios. The community activities program area is purposefully informal and fees, thus revenues, are modest and often non-existent. These latter two areas will never be revenue producers.

Prospects for the Near Term

The addition of new facilities will continue to determine budget and staff growth for the next several years, especially indoor pools and arenas. Once built, there is no alternative to costly operations to keep them filled and to produce as much revenue as possible from them.

There will be more "public" skating and swimming, partly in recognition of demand, partly in an attempt to increase revenue, and partly to redress an age imbalance in services offered. Most of the department's activity is geared to youth at present, due in large part to the large hockey and swimming programs, day camps and sports camps, pre-school programs, ballet and the like. Adult programs consist mainly of classes in the arts and sports and fitness.

There is some community-based, department-supported activity and there will likely be more, a result of both philosophic intent and economic restraint. Prime examples are the operation of community buildings by local associations, local tennis clubs, outdoor rinks maintained by local associations with modest grants, and increasing community-based-and-operated summer playground programs.

Probably, outdoor pools will be phased out. There are indoor pools at Barrhaven as well as the Sportsplex, and construction of at least two additional indoor pools is anticipated in the next several years. There is also the possibility of the department utilizing private pool facilities, so outdoor pools may be closed as costs increase for extensive repairs to aging facilities. Community maintenance and supervision of outdoor rinks have been at least partly successful, so there is even some talk of ending the outdoor rink operation due to costs at the start and close of each season plus some maintenance due to thaws or heavy snow falls.

The pressure for cost recovery and the high cost of operating facilities, especially in complexes like the Sportsplex and Barrhaven, may defer further development of opportunities for women, teens, seniors, families, and communities. These activities require much staff time but

little support in the way of specialized facilities, and they will not generate revenues on the same scale as present programs. Approval of additional staff for these areas of development is unlikely and staff positions for new facilities are great, so current programs will have to be cut if time and energy are to be found for community development, education, advocacy, facilitation, and for serving the needs of those poorly served at present. The number of those now poorly served is certain to increase in the future, although the continued growth of Nepean will forestall for a while some of the impact of change, especially in the age distribution of the population.

Some saving ot time and energy should result from restructuring program responsibilities. This is currently being considered, turning other programs over to interest groups as soon as they become capable of self-maintenance and, it is to be hoped, growth. This has recently happened with the ballet program and the formation of the Nepean Visual Arts Centre. Less programming of "static" playgrounds in favor of mobile programs and events, along with other "deprogramming" steps, should allow some redirection of staff time and energy. Programs require thousands of hours by part-time staff as instructors, leaders and the like. At present, about 75 per cent of the person/hours allocated in the recreation program sections is part-time. Roles other than programming, such as enabler/facilitator, educator, advocate, co-ordinator and the like can be filled better with full-time rather than part-time personnel so some change in the ratio of part-time to full-time hours may be indicated in the shifts under way and contemplated.

The very general feeling that the Parks and Recreation Department is already doing too much is bound to grow stronger as the budget takes another large jump when the new complex in Barrhaven comes on stream. Whether or not this is true is a matter of perspective of course. This review suggests that perhaps too much is being done in the way of elaborate recreation facilities and direct programming and not enough in the way of enabling services.

Part of the difficulty in attempting to change in directions suggested by the philosophic pull, the situational push, and the from-toward paradigms is that it strains against the imperatives of efficiency, centralization, hierarchical structures, specialization, visibility, credit, and so on. Thus a major task is to establish criteria for accountability and success which are different from those now normally accepted.

Change is imminent, but not uniform. Nepean will change – Nepean with its high-profile service, its commitment to costly capital and operating facilities, a history of extensive and successful programming, strong and well-paid teachers' and public employees' unions, its low commercial and industrial tax base, its need for more schools, its lack of usable non-school space, and with its "no frills" council. It will not be easy. Some will cling tenaciously to earlier visions of the future. Perhaps there will always be those who proceed as if there were no tomorrow, or as if tomorrow would be more and better of the same as today. That seems to have been the case a decade ago. It is not the case now. The momentum built up over the last several years will be difficult to halt in Nepean.

VI. Sault Ste. Marie

Sault Ste. Marie was initially incorporated as a village in 1871. Since then, it has gradually grown to a city of just over 80,000 population (amalgamation with the adjacent townships of Korah and Tarentorus in 1965 added nearly 30,000). In the 10-year period from 1965 to 1975, the population increased from 72,000 to almost 80,000 and has hovered between 80,000 and 81,000 for the past four years.

Because of its relative isolation (the nearest city of any size is nearly 200 miles away), it is the focal point for a wide hinterland. Its location on the St. Mary's River, which joins Lake Huron and Lake Superior, has fostered an economy based on heavy industry and Great Lakes shipping. Largely a blue-collar town, over one-fourth of its work force is employed by one company, Algoma Steel. The second largest employer is the city itself, although Abitibi Paper and Weyerhaeuser each employ several hundred Saultites.

With amalgamation of the two adjacent townships mentioned earlier, the city now encompasses about 58,000 acres. Of this, only about 15 per cent can be classified as urban; about 10 per cent is used in farming, and the remaining 75 per cent is vacant. Much of the vacant land is part of the Canadian Shield which begins a few kilometres north of the river.

The urban area is contiguous rather than dispersed in pockets of development, although it has a long east-west axis along the shore of the river. Historically, east or west-end-of-town distinctions identified those who work in the steel mill and those working elsewhere, and also class and ethnic group differences. These distinctions have become increasingly blurred over the past many years. The Italian population, estimated to make up about 17 per cent of the city's population, is gradually dispersing while still maintaining a strong ethnic community. The second largest ethnic group, the French, is widely dispersed and not as highly visible as the Italian community. With Indian (native peoples) reservations adjacent to the city, this group forms another part of the cultural mosaic of Sault Ste. Marie.

All these factors make the Soo a very heterogeneous but stable community. Most people are long-time residents; second, third, and fourth generation families are not uncommon. There is a strong sense of identity with the city and with certain, especially older, neighborhoods.

The city is extensively involved in major redevelopment projects. The most notable are the Waterfront Urban Renewal, and the Bridge Plaza and Bay View Redevelopment Projects, each involving several million dollars with extensive participation of senior governments in planning, funding, and the like. Recent developments along the waterfront in the downtown area include senior citizens' housing, a new central library, a new civic centre (city hall), a major hotel, office buildings, and a large shopping mall. In the near future, new sewage treatment facilities may be required, with costs estimated upwards from $30 million. If this project proceeds, the impact on the city will depend on the participation in funding by senior governments; the city's share will be added to the municipal debt.

Sault Ste. Marie has a sound financial base which has enabled it to participate in major redevelopment projects and progressively upgrade its facilities and services. This is not attributable to growth, at least not in recent years. Algoma Steel is a major contributor to the base. Having invested heavily in modernization over the past several years, it is now and for the foreseeable future in a very good position. As is often heard around the city, "So goes Algoma Steel, so goes Sault Ste. Marie". In addition to providing jobs for over 9,000 local residents, it contributes, along with other industries and businesses, a substantial share of local taxes. Commercial, industrial and business tax levies generate nearly one-half of local tax revenues. The major revenue source for the city is transfers of funds from senior governments. In 1978, this amounted to over $15 million or about 47 per cent of the total municipal budget. About two-thirds of the grants were unconditional, including the Northern Special Supplement Grant of $4.3 million. Of a total budget of $32.6 million in 1978, only $12.8 million was raised through local property taxes and only just over half of that was raised by the levy on residences and farms.

As in other communities, Sault Ste. Marie has been trying to hold the line on taxes by not raising the mill rate for the past two years. Meanwhile, school costs have continued rising. In 1977, the municipal tax levy was more than the school tax; in 1978 that reversed. As elsewhere, City Council sought to assure that taxpayers were aware of why their local property taxes were rising. At present, City Council is reviewing budgets hoping to hold the increase for municipal purposes within a guideline of 6 per cent.

The public and separate school boards in Sault Ste. Marie are faced with declining enrolments, currently some 2,000 students less than five years ago. Six elementary schools, public and separate, have been closed in the past several years. Some are being used for special education programs, offices, and storage. Those vacant have limited potential as community centres, and municipal funds are not available for purchase, required renovations, and operation. One secondary school may close within the next few years. Discontent with school costs is not great but school board members expect more is coming. There is also some concern with the number of teachers or their spouses who are members of the boards of education, though compared to boards in other municipalities, there are few.

Perhaps the nature of the community, as described briefly above, attenuates some of the concern. It may also result from the extensive community use of schools at no cost to local users. In fact on weekends, when custodial staff may not be on duty at elementary schools, users can pick up a key, make use of the school, and return the key on Monday. At least by way of providing some facilities, schools are now being used as centres for local community activities. Thus, in addition to the recreational components of the schools' curricular and extra-curricular activities, the schools in Sault Ste. Marie are an integrated part of the resources for community recreation.

In addition to the local Parks and Recreation Department, there is a wide array of actors in the recreation opportunity field. Brief mention is made of the principal actors as they help determine the role of the public sector in providing facilities and services.

The YMCA in Sault Ste. Marie, despite an addition built a few years ago, is almost literally bursting at the seams. All of its spaces are heavily programmed for a full range of activities and interests. It has the only squash and handball courts in town and until four years ago, it had the only indoor swimming pool (hotels and motels excluded).

Several service clubs such as Rotary, Kiwanis, Kinsmen, and others contribute in various ways to the total mix of recreation opportunities through some of their own activities and in co-operation with other agencies, including the city. Other clubs contribute significantly. These include the Soo Finnish Ski Club, which serves much of the cross country ski interest, and the Marconi and Verdi Clubs, which are primarily social clubs serving the Italian community. Algoma Steel, while not providing special facilities or programs of its own, does provide organizational support for workers' recreational interests, including organized leagues for most sports. In addition, a private not-for-profit organization was formed several years ago for the purpose of building and operating an arena. The Soo Pee Wee Arena has been operating for several years on a break-even basis with a modest annual grant from the city, much of which is to offset its taxes for local purposes.

Two special-purpose bodies also contribute much to the total recreation opportunities in the Soo. The Library Board, with its modern main library and three branches, works very harmoniously with the city and its departments. Relations are not as good between the city and the Sault Ste. Marie Region Conservation Authority, who like others in Ontario, has extensive land holdings with low-density outdoor recreation potential and is becoming increasingly involved in recreation. The concern locally is that recreation and park priorities may be distorted by too extensive involvement of Conservation Authorities in providing outdoor recreation. Provisions in the Conservation Authorities Act (by which budgets are approved by provincial officials and funding is available from the province directly) severely limit control by local officials. The local aldermen who serve on the Conservation Authority Board have publicly criticized the Authority for its sharply increased 1979 budget request and lack of restraint. How much the city will be assessed by the Authority has not been determined at this time. Council, by a recent resolution, is exploring legal means to gain greater control over the Authority's affairs, and especially its budget.

A full range of commercial recreation opportunities are available: golf, curling, bowling, skiing, movies and the like. In addition, there is a full range of organized groups for most sports and for the visual and performing arts. The Sault Ste. Marie Arts Council is an "umbrella" organization for the arts; it was formed in 1978 with the city Parks and Recreation Department as a member. The Art Gallery of Algoma, currently in temporary quarters, is expected to be in a new 10,000-square-foot gallery by mid-1980, with construction of the $780,000 facility scheduled to begin in March, 1979. Funding is from private sources and grants from senior governments.

These are some of the major components of the over-all park and recreation resources in Sault Ste. Marie, in addition to the department of municipal government.

For a number of reasons, Sault Ste. Marie may be fortunate as it faces the next decade. Its relative isolation has required it to be self-sufficient (or do without) since its beginning. Its growth has always been slow but steady; recently it has experienced no growth and that pattern is expected to change little, except by unforeseen developments. There is a sense of community which underlies the usual griping about taxes, the weather, and the things people gripe about everywhere. Declining school enrolments preview the shifting age structure, and there is some concern about the number of young people who go away to college or to find jobs or excitement, and who do not return for many years, if at all.

In the elections in November 1978, matters related to parks and recreation were not much in evidence during the campaign. The general concern about tax increases was expressed, as was concern about officials meeting "behind closed doors". Though a number of park and recreation projects are under way or recently completed (including a $1.2 million project to replace the roof on the Memorial Gardens) parks and recreation was not an election issue in the Soo.

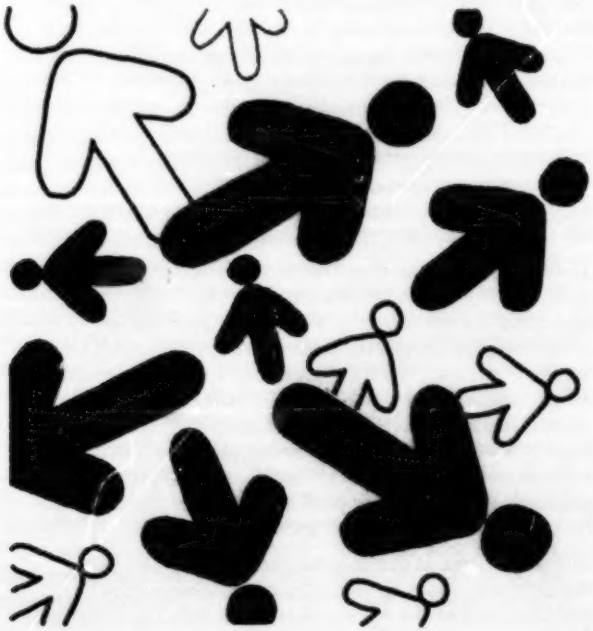
Parks and Recreation

By order of the Ontario Municipal Board, the Township of Tarentorus and the Township of Korah were amalgamated as part of the City of Sault Ste. Marie as of January 1, 1965. The same OMB order created the Community Services Board which is responsible for the municipal Parks and Recreation Department. Prior to that date, Sault Ste. Marie was served by a number of public bodies under a variety of provincial acts: The Sault Ste. Marie Board of Park Management established under the *Public Parks Act*, the Sault Ste. Marie Memorial Community Building Commission established by the *City of Sault Ste. Marie Act, 1948*, the Community Centres Board established by the city under *The Community Centres Act*, The Sault Ste. Marie Recreation Committee established by the city under *The Department of Education Act* and the Pointe des Chenes Park Committee established under *The Parks Assistance Act*. A similar pattern had developed in the two townships: the amalgamation resulted in the consolidation of over 15 public boards, committees and commissions into a single Community Services Board. The Board consists of the mayor, two members of council appointed by council, and eight citizens also appointed by council. This has been a strong board, apparently from the outset. As a result, a close working relationship has developed between the board and council and between board and staff. In part, this can be attributable to rather slow turnover of council members, through the electoral process, and (perhaps partly as a result) board members through the appointment process. The board is actively involved in policy and decision making on all matters within its mandate. That has become a very broad mandate.

It should be noted here that there has been some public criticism of the process of making board appointments. Perhaps there is some flavor of sour grapes in the criticism. Still, there is much cynicism about the process: that the process is based on who knows who, or patronage, rather than on any other criteria. Unfortunately, however capable the appointees may be, the process is a slight handicap for the board and for council and a target for those rightly or wrongly cynical about government. Interest in government and in serving in some kind of capacity seems quite high (about 80 people submitted their names for consideration

for appointment to the Community Services Board), so some means is needed whereby more people can be meaningfully involved and to add legitimacy to the appointment process.

In addition to the parks and recreation services and facilities common to many departments, the Community Services Board and the department are responsible for: two full-time day care centres, one of which serves the handicapped in an integrated program; street trees, including a dutch elm disease removal and control program along with some boulevard weed control and turf and shrub maintenance; five cemeteries, including a crematorium; horticultural displays including permanent flower beds plus some 50 curbside planter boxes in the downtown area.



Philosophy

Both within and outside the recreation (program) section, the department's philosophy has been to enable and facilitate others in providing services, and to assume responsibility for direct provision of programs only where needs are unmet and unlikely to be met without direct provision. This has been the philosophy for many years, even prior to the adoption of a formal policy in 1971. To an appreciable extent, the department does operate that way. Much of its activity is co-ordinating. The existence of a myriad of groups and organizations helps make that possible. Still, the department is involved in programming, particularly during summer months. There is some discussion under way about further reductions in direct programming. In addition, there is a feeling that the development of major facilities, indoors and out, is about at an end. Given budgetary restraints and slow, if any, population growth, the alternative wouldn't be realistic anyway.

Growth

There has been no rapid population growth to contend with in Sault Ste. Marie. Growth in department expenditures has been substantial as additional facilities came on line and additional services were offered. Since 1974, with a population increase of only five per cent, full-time department staff increased from 69 to the current 97 (40 per cent) and the budget more than doubled from about $1.7 million in 1974 to about $3.8 million in 1978. When libraries are included with activities of the Community Services Board, these services take about 13 per cent of the total budget for municipal purposes. Major portions of the total budget were for transportation (24 per cent) and police and fire protection (22 per cent).

Facilities

The department maintains some 55 neighborhood parks plus a number of small playfields which are school board properties. The latter resulted from a development program in which the city and the two school boards shared costs on a 50-50 basis. Begun in 1970, that program is virtually completed. In addition to small neighborhood parks, the department operates two major playfields of 35 and 38 acres respectively with bleachers accommodating 1,500 spectators at one site and 2,500 at the other. All local high school football games are played at one of these playfields.

The 42-acre Bellevue Park, located on the St. Mary's River, has long been the focal point of the park system. Although mainly a passive and scenic park, it includes animal and bird displays, greenhouses, a playground, and picnic facilities. A marina to be sited adjacent to the park is in the planning stage, and a bandshell and adjacent rest room and concession facilities were recently tendered and will be built this summer. The department also owns the 75-acre Pointe des Chenes Park which it operates during the summer months, with picnic and overnight camping facilities, and about ¾ mile of beach area. A 150-acre farm donated to the department remains undeveloped with a variety of proposals, including additional playfields, now being considered.

The department has one indoor and one outdoor pool, both constructed within the past four years and now operating at near capacity. The indoor pool is used extensively by schools for instructional programs. A modest facility built in 1975-76 for about $650,000, it operates at an annual deficit of more than $100,000 despite the extensive use. A Port-a-Pool, operated by the YMCA with a grant from the Community Services Board, is the only other pool facility with which the department is involved, although a small shallow pool is included in the Bayview Neighborhood Improvement Program plans.

Of the four arenas in town, two are operated by the department, one is operated by the Rankin Indian Band and is located on the reservation just outside city limits, and the fourth – the Soo Pee Wee Arena – is operated by a non-profit corporation, as noted previously. The city's third arena is currently under construction. It was originally planned as a twin pad arena, but the construction of the Rankin Arena and a solicitation for funds which fell short of its target led to the construction of a single pad facility. The building also incorporates a gymnastics area providing a

permanent home for that activity, since secondary school facilities are so heavily scheduled much of the year.

The smaller of the two city-owned arenas was built in 1967. It has operated on a break-even basis for the past several years, as has the private Soo Pee Wee Arena. The Sault Ste. Marie Memorial Gardens is the City's major recreation facility. It is a 3,733-seat arena and the home of the Ontario Major Junior A Hockey team, the Soo Greyhounds. The facility is also used for entertainment, special events, conventions and the like. The Memorial Gardens was built shortly after World War II. A new roof and extensive upgrading of seating and the refrigeration plant during the past several years are expected to make the facility fully serviceable for many more years. A hall with kitchen and bar facilities provides revenue for the facility, as does the concession operation.

There is widespread agreement among council, board and staff members that the department will have all the special facilities it can afford once projects already under way are completed. Since late 1977, a recommendation has been in effect which states that Community Services Board capital projects are to be paid from current revenue only. The Ontario Municipal Board has not looked favorably on debentures for parks and recreation facilities in any case. Projects currently under way include the arena, bandshell, and a 400-metre track with an all-weather surface. Grants and local funds have already been committed to pay for these facilities. The shallow pool and neighborhood parks in the Bayview NIP development and the marina which will eventually accommodate up to 200 boats have only a small portion of the necessary funds committed to date. For most of these projects, the city's share of costs ranges between one-fourth and one-half. An application for Wintario funds in the amount of $200,000 for the development of sportsfields and user accommodations at the Strathclair Farm site is pending. As an example of restraint, the initial development proposal of nearly $800,000 was halved by staff in the face of projected budgets and operating costs.

The five-year capital forecast calls for the construction of a park service centre for maintenance, storage, shops and the like (1979), and a performing arts centre (1982). Both projects have been deferred more than once and certainly will be again. The arts centre, most feel, is unlikely to be built for a decade or more, if ever. Alternatively, upgrading of secondary school performing arts facilities and improvements to the Memorial Gardens for performances may take place. The capital forecast also includes additional funds for several projects to complete development at Bellevue Park (1980). Since these projects are to be funded from current capital, it seems likely they will be phased in over several years.

Barring dramatic increases in the population over the next decade, another indoor swimming pool is unlikely during that period and there is a consensus that the arena now under construction is probably the last one.

For the past few years, the department has persisted in efforts to develop linear parks and green spaces linking some of the major parks and conservation areas in the city. Though some success has been realized, this is a difficult and often frustrating task due to legal entanglements involving ownership, easements, right-of-ways, and the like. Interest in bicycling is high in the Soo as it is elsewhere, but opportunities are limited and riding along streets and roadways hazardous. There is great potential to develop linear spaces along the waterfront and other corridors but it requires a great deal of time and lengthy negotiations as well as substantial development costs.

Programs

The most extensive direct programming activities of the recreation section take place during summer months. The major commitment is to a program of day camping starting with three to five-year olds. There is also a series of one or two-week sessions for those seven to 12, including day camp programs for the handicapped which are to be integrated with the programs for "mainstream" campers. There is also a fully-integrated residential camp program. In 1978 the department operated playground programs at eight sites, down from 20 sites in 1974. In 1979, no playgounds will be staffed. A mobile program begun two years ago is to be expanded. The program, scheduled from 7 p.m. to 9 p.m., consists of teams of leaders with equipment, visiting 19 neighborhoods periodically through the summer.

A second major area of involvement is the community-school program. The department offers about 150 non-credit classes annually utilizing schools while performing promotion, co-ordination, and administrative functions. Some courses, grooming, cooking, and others, are provided for the handicapped. There is also a program for pre-schoolers at 12 elementary schools and classes for children up to about age 13 in drama, music, dance, and gymnastics. The department operates a Senior Citizens Drop-In Centre; full-time and part-time staff at the centre assist senior citizens' organizations with programming. The department is not extensively involved in direct sports programs though it works with scores of groups and leagues in scheduling and permitting facilities, especially for hockey and field sports. Except for community-school courses for adults and children, the department is not directly involved in the performing or visual arts.

There is a variety of other agencies in the community providing recreation programs. Notable among them are the YMCA, Sault College, and Algoma University College. In addition to clubs and groups for most sports and hobby interests, there is a number of groups involved in the arts, especially but not exclusively, the performing arts. In both formal and informal ways, staff members are involved with many of these groups. Active groups promote various special community events such as the Algoma Fall Festival Committee, Bon Soo (Winter Carnival) Committee, International Friendship Games Committee (which organizes summer sports and games in a competition with a sister city in Michigan) and the like. The Separate School Board offers a program of adult recreational courses and permits the use of its schools. It bears repeating that the public elementary and secondary schools are used extensively by clubs, groups and organizations of all kinds. Gymnasium space is at a premium and auditoriums, cafeterias and classrooms are used extensively as well. With few exceptions, this is at no cost to the user. Where admission is charged for performances, a rental fee according to seating capacity is charged and the local college pays a minimal fee for the use of classrooms in the public schools.

In brief, because Sault Ste. Marie is an established, somewhat isolated, slowly-growing community with many long-time residents, extensive recreation opportunities are provided from many sources. The community use of

schools philosophy of the local school boards contributes immeasurably to this process.

In addition to direct programming in 1978, the Community Services Board and the City Council provided grants to about 70 groups in the community, not including small grants to schools for developing outdoor ice rinks on school grounds. City Council gave grants totalling $70,000 to such groups as the Algoma Arts Festival Association, Arts Council of Sault Ste. Marie, The Art Gallery of Algoma, the local Historical Society and the Horticultural Society, the Soo Finnish Club, Soo Pee Wee Arena Association and others. Grants from the Community Services Board totalled an additional $80,000, the largest grant ($14,500) going to the Soo Minor Hockey Association. Some $12,500 went to schools and neighborhood groups for outdoor ice rink maintenance and nearly $12,000 was granted to music performing groups, which then provided about 60 free performances throughout the city last year. A variety of sports and other groups also received small grants.

For the past five years, the department has offered grants to neighborhood groups for developing and upgrading neighborhood parks and playgrounds. The grant, up to $2,500 per year, is available to a group on a matching basis, with the neighborhood group contributing labor and perhaps some materials in an amount (liberally calculated) equal to the grant. About 15 neighborhood parks have been developed and upgraded through this program.

Finally, the department assists some fledgling groups with organization, publicity, registering members or participants, scheduling, handling fees, and some typing and xeroxing, as time and budget permits. It is difficult to estimate what portion of recreation staff time is for direct programming but it would appear to be about 30 per cent with the remainder for co-ordinating and scheduling and for assisting groups with organizational and promotional activities.

Staff

Of the 97 full-time staff members at the close of 1978, about 55 are members of a local of the Canadian Union of Public Employees. There is a bit of friction between labor and management. This is seen in the increasing number of grievances in recent years and the expectation that this pattern may continue. There is also a small amount of strike talk. (In April and May of 1979, public employee unions went on strike in Sault Ste. Marie. Included were those working at City Hall and the outside workers employed by the Department of Public Works and by the Community Services Board). Another problem is that in recent years, non-union municipal employees have fallen behind, in that salary increases of about six per cent per year were below increases in cost-of-living. There is a growing morale problem among employees not only in the Parks and Recreation Department but among municipal employees generally, as budgets become tighter.

The top level of administration in the department consists of the commissioner, his administrative assistant and the section heads for recreation planning, arenas, day care, properties and forestry. Below this level there are seven recreation supervisors, including the supervisor and assistant supervisor of aquatics, (The aquatics supervisor recently resigned, mainly because of salary, and now works for Algoma Steel.), seven secretarial and clerical staff, five day-care supervisors, and 70 employed in the operation and maintenance of the pools and arenas, parks, forestry, horticulture, and cemeteries. During the winter months, the two arenas and the swimming pool are operated with a total of 19 full-time employees of which 12 perform operation and maintenance functions, one supervises canteens, with the remainder being supervisory and clerical personnel. Three additional full-time operations and maintenance personnel will be added when the city's third arena opens later this year.

The number of hours worked on a part-time basis is difficult to determine but is estimated at between 80,000 and 90,000 hours or the equivalent of about 40 to 45 full-time employees. In approximate numbers, these person-years are distributed among functions as follows: park operations (including horticulture, forestry and cemeteries) – 17, recreation – seven, swimming pools – eight, arenas – eight, canteens – four, day care – three. Most recent changes in full-time staff include the addition of one supervisor (after the expiry of a grant on which she had been employed), a

position presently vacant which will probably not be filled but absorbed by re-deploying staff, and one secretarial position deleted by not filling the position after the incumbent resigned. Part-time mainly summer staff employed in recreation programs has been reduced from nearly 100 in 1977 to about 45 budgeted for 1979. This resulted from a reduction in the number of staffed playgrounds from 20 in 1977 to none for 1979, and by fully integrating the day-camp programs for handicapped and "mainstream" children.

Budget

The 1978 budget for all activities of the Community Services Board was $3,885,222. Of this amount, slightly over half was recovered by department operations ($1,519,930), canteen and concession profits ($76,590) and operating grants such as for day care and the senior citizens centre and grants for minor capital expenditures, paid from current revenue ($360,090). The tax levy for all CSB activities was $1,938,612. Gross cost per capita was about $48.25 with an actual net per capita tax levy of about $24.10. Salaries and wages amounted to about 51 per cent of the gross cost. A brief budget summary, recognizing major activities and budget categories appears here.

Budget Category	Expense	Revenue	Subsidy (levy)
Administration	174,310	12,000	$ 162,310
Pools (1 indoor, 1 outdoor)	198,470	65,880	132,590
Arenas (1 plus Memorial Gardens)	1,030,385	815,080	215,305
Parks and properties total	1,826,730	603,180	1,223,550
Park development and maintenance	1,334,065	410,970	923,095
Horticulture	86,900	11,770	75,130
Forestry	153,130	43,330	109,830
Pointe des Chenes Park	46,970	23,140	23,830
Cemeteries	205,665	114,000	91,665
Day Care	185,120	156,090	29,030
Canteens	151,400	210,650	+59,250
Recreation programs	308,807	83,730	225,077
Administration	93,163	–	93,163
Day camp and playgrounds	56,480	21,000	35,480
Community schools	35,484	24,000	11,484
Senior citizens centre	63,110	15,000	48,110
Minor hockey	40,820	22,600	18,220
Miscellaneous programs	29,750	1,130	28,620

Because of the variety of activities for which the Community Services Board is responsible, and usual budget complexities, several additional comments are in order.

The $12,000 shown as revenue under Administration is the Regulation 200 grant from the Ministry of Culture and Recreation. Debt service is not identified by department in most budget summaries, but approximately $35,700 of the 1978 debt service cost is attributable to past park and arena development. In 1979, two capital projects will be completed (an arena at about $1.3 million and an all-weather surface track at about $200,000). Repairs to the Memorial Gardens roof (about $1.2 million) were completed in 1978. While financed from current revenue, debentures were issued by the city to finance many diverse projects. If debenture costs were pro-rated over all projects, the department's share would be about $180,000 annually.

In the 1978 estimates, the resident camp program is not identified. The projected cost of this program for 1979 is $10,220 on expenses of $26,190 and revenues of $15,970. In addition, the expiry of the grant for the developmentally handicapped and the assumption by the department of salary for one full-time person is not identified as such.

Most of the costs and revenues for pools is for the indoor pool; the subsidy for 1978 is budgeted at $108,700. As an illustration of the extensive subsidization, school instructional programs are subsidized about 50 per cent, calculated on the basis of per-hour operating and staff costs.

The net cost of the arenas can be reduced by nearly $50,000 if one considers profit from the canteen operations. But estimated revenues may be less than projected for 1978 and 1979 since gate receipts for Major Junior A Hockey

will be reduced by the delay in use of the Memorial Gardens due to roof repairs, and because the club did not have a good year. As with pools, school programs are assisted by permitting about 20 hours per week of ice time at no cost to the schools.

Revenues listed for the parks and properties sections reflect not only various user fees and charges but also some grant support for items paid from current capital. In addition, the revenues of the forestry and parks sections particularly include charges for work done for other municipal departments.

Of the total day care revenue, about $40,000 is from user fees and $116,000 from a provincial operating grant covering 80 per cent of the net operating cost. The revenue for senior citizens is from a provincial operating grant.

Conversely, the miscellaneous recreation program expenses include several thousand dollars in grants to local recreation clubs and groups, including over $10,000 for music groups which, in return, provide concerts of various kinds for the municipality.

As elsewhere, and especially around budget time, there is considerable discussion about ways to increase revenues. There is some room for that within the broad services of the Community Services Board. The operation of cemeteries is one in which charges will probably increase to the point of almost full cost recovery. Generating additional revenues from other activities will, however, be difficult.

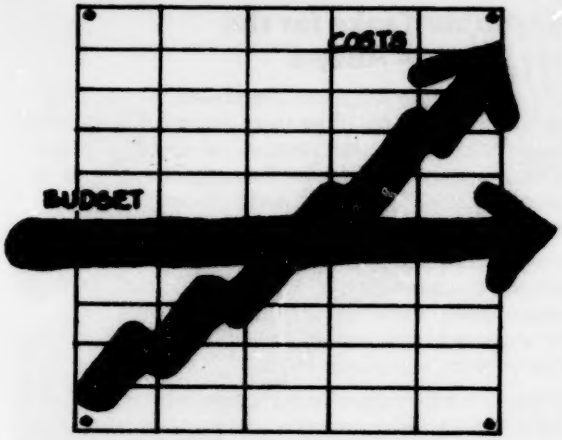
Prospects for the Near Term

Significant cut-backs have already been made in some areas. The elimination of programs and staff at 20 playgrounds and the integration of day camp programs has led to a reduction of over 60 summer recreation program staff; a reduction of 67 per cent in three years. Development proposals have been reduced by half and may proceed only if grant support is available to fund 100 per cent of the development costs. Other cuts will likely be made in the near future although a limited amount of additional revenue may be generated.

Ice rental fees and canteen prices are already about as high as they can be at this time. The cost recovery for arenas probably will not increase due to rising labor and energy costs and the completion of the city's third arena, making five in all. Perhaps more public skating can help increase revenues, but this will likely require a regular schedule during the prime hours to be successful.

Free ice time for school classes and the approximately 50 per cent subsidy for school swimming instruction at the indoor pool will likely continue because: a) the facilities would probably be unused or underused during those periods anyway; b) because school boards are also trimming budgets as much as they can; c) the co-operative agreements between the school boards and the city seem to be working well, benefiting the boards, the city, and the general public. Officials of the public school board estimate that the community use of schools, which as noted previously is very extensive, adds about $135,000 to school costs annually. This item has been discussed by school board members and staff during the recent round of budget talks but the policy is not likely to change in the foreseeable future. As budgets become tighter, the public school board may set fees to recover some of the costs. That would not be too cumbersome since most of the users are scheduled on a weekly basis.

Some additional revenues will probably be gained through increased user fees for swimming and for the use of the extensive sports fields by teams and leagues for football, soccer, baseball, softball, and slowpitch. It may be, too, that some rental charges or other means of gaining revenue may be instituted at the Senior Citizens Drop-In Centre. Since its opening, the facility has been available free of any charges to users, so such a move would be unpopular and difficult to institute. User fees at Pointe des Chenes Park will probably be increased as well.



In addition to moves to increase revenues, there will be additional cuts in services and programs. It has been suggested by at least one council member that the floral displays in parks and the permanent beds and downtown planters may have to be cut. If and when that may happen, no one can say. There is some hope that a revived Horticultural Society may be able to take over some of this service, thus reduce costs. It is probable that some of the services provided for ball players may be reduced and that the teams and leagues will have to provide more of their own services: lining fields, setting bases, and grooming infields and base paths, for example. Perhaps mowing and other maintenance services will be less frequent as well.

The Parks and Recreation Department has drastically reduced the number of outdoor ice surfaces it develops and maintains, encouraging neighborhood groups and schools to make and maintain their own. The department, however, still builds and maintains outdoor ice for hockey and skating at nine locations. With some additional grant support for neighborhood groups and schools, direct provision of these outdoor rinks may be eliminated within the next two or three years, at an annual saving of about $60,000.

It is likely that over the next several years the department will divest itself of several small parcels of neighborhood park land which it now maintains. Several ball diamonds in smaller neighborhood parks may be taken out and additional diamonds developed on larger play fields in order to reduce maintenance costs. Tennis courts are nearly all in batteries of two and in adequate condition for recreational play; these are located in parks throughout the city. The need for a larger set of courts for instruction and competition is likely to go unmet for many years unless a private tennis facility is built.

With the completion of the arena, bandshell and all-weather surfaced track in 1979, the Park and Recreation Department's expansion in facilities will be nearly complete. Capital projects identified in the five-year forecast will be developed slowly over a number of years. Except for the shallow pool scheduled as part of a NIP redevelopment project, an additional swimming pool is not likely for many years. And it will be much longer still before another arena is built in Sault Ste. Marie.

There is less and less direct provision of recreation programs each year. Except for the supervision of the Senior Citizens Centre and the co-ordination of school-based pre-school programs and children's and adults' classes, all that remains of direct programming are camping and a mobile evening play street program. The future of these programs is uncertain. The mobile play street program was well received last year, and the camping program has a long and successful history. Even if these programs are continued or even expanded in coming years, the recreation section has very nearly worked itself out of a job – at least the traditional job of programming. Excluding the two swimming pool supervisors, of the six full-time staff, only two can be identified with specific program areas. The rest work on a wide variety of tasks, mainly of a co-ordinating, facilitating nature. But as these tasks are typically ill-defined and the resulting services lacking in visibility, there is some feeling of lack of direction and some insecurity. The recreation service function in the department is well into a stage of transition from older service models to newer ones. Inevitably, abandoning the old is easier than picking up the new and a period of exploration and re-definition of functions must be endured.

Slow growth in population and small increases in the assessment base has caused Sault Ste. Marie to face situations likely to characterize the next decade. Rising costs and increasing demands for welfare and social service programs for dependent groups has already begun what will likely be a prolonged period of increasingly tighter budgets. Slow and modest expansion of park and recreation facilities is now the pattern. Direct programming is minimal and may be reduced further, and the pattern of recreation services for the future is not yet clear though

there are many possibilities. Sault Ste. Marie has many advantages. Dependence on government for direct recreation services is attenuated by those advantages. The opportunity is now afforded for advocacy, education, co-ordination, facilitating and enabling roles in a service which is more flexible, spontaneous, personal and individual. How viable such roles and services become, socially and politically, remains to be seen.

VII. Some Tasks for the Decade Ahead

If there is some agreement with the general theme of the foregoing discussion, then there is an almost unending array of suggestions that may help us steer our course over the next several years. The basis for the suggestions is a set of assumptions about the present and foreseeable future. These assumptions are briefly noted below.

The suggestions and the foregoing discussion are addressed to individual recreationists and not to any organization or agency of government at whatever level. Changes will come about only if enough individuals have the courage and perseverance to pursue them.

Whether or not the suggestions are politically palatable is a question that should not act as a prior restraint on offering them. To be overly concerned with political ramifications – except to recognize that strong resistance is inherent in the scheme of things – is to fall into the habit of second-guessing, anticipating, and each trying to do the job of everyone else.

Each suggestion leads to many others and carries with it implications of very drastic change. Take the suggestion, for example, that among criteria for success of any government agency providing recreation services are the criteria of reduced budgets and personnel complements. This is a direct challenge to most of our thinking about manpower and about recreation curricula and enrolments in colleges and universities. That alone requires an exhaustive study of its own. We hope some thought and study will be devoted to some of these suggestions (much already has) but at some point we have to move on, knowing that uncertainty, risk and sometimes failure will be constant companions.

Assumptions

a) It is assumed that the foreseeable future will be characterized by a slow-growing and smaller economy: slow growing as population growth slows and at some point stabilizes; smaller as a result of inflation, resource shortages and limits and the like.

b) It is assumed that the pressures of increasing demands for service and increasing concern about the size, cost and inefficiency of government will be felt first and most at the local government level.

c) It is assumed that what we expect of our institutions must go down and what we expect of ourselves and each other must go up.

d) It is assumed that the cutting edge of change is at the individual level. Institutions and organizations are not going to collapse as some suggest, nor are they likely to change rapidly or markedly. Social change is the result of change in an aggregate of individuals.

e) It is assumed that there is already much individual stress in the society and that there will be much more. The reconstruction of viable, convivial institutions in family, neighborhood, and community groups will be essential if people are to have the necessary base of support from which to foster and manage change.

f) Finally, the fundamental assumption underlying all of this is that individuals and groups are fully capable, with support as suggested by the inverted pyramid and the residual principle, of generating most of their own recreational opportunities, including most of what is now provided by governments. The hesitancy and reluctance born of paternal dependence, thus far agreeable to both the people and the government, is perhaps the overriding obstacle to change consistent with our professed beliefs and contemporary situation.

Suggestions

a) **Let municipal departments have a pivotal role in resource and service delivery.**
Whereas in the recent past provincial governments were described as having a pivotal role in the delivery of recreation services,[30] that role must now shift to the municipal level. Local groups and individuals must provide their own services, and perhaps many of their own facilities as well. The municipal role becomes one of support, development, and co-ordination, becoming the enabling and facilitating service often espoused but not always practised. Through such intangible initiatives as education, community organization and development, and such tangible means as grants to local groups, providing or sharing space and equipment, and information and co-ordination services, people individually and in groups can be aided in becoming once more the major actors in providing recreation services.

b) **Deconditionalize all provincial grants.**
Provincial grants should be "deconditionalized". Conditional grants deprive municipalities of autonomy and create a situation so encumbered with problems as to be a major source of frustration.[31] There is some discussion of a single capital grant structure and the elimination of most conditional grants within the Ministry of Culture and Recreation. That is a step in the right direction but there are still two problems. First, *provincial standards for facility development should not be a criteria for grant approval.* Second, to retain conditional grants in other ministries (closely aligned to culture and recreation or not) could well distort local services because of the temptation to pursue "fifty-cent dollars" or whatever the grant provisions provide.

Provincial control is always available through mechanisms such as OMB. The underlying problem is not too little money in the government system but too much. Beyond effecting transfers for "equalization" of opportunity, the paternal hand of senior governments has become too heavy a burden which promotes uniformity rather than quality or diversity.

c) **Eliminate special purpose bodies.**
Special purpose bodies, particularly library boards and conservation authorities, should be eliminated. In the case of conservation authorities, boundaries are often not co-terminous with political boundaries of municipalities. Still, every effort should be made to align them or in other ways place conservation authorities fully under the jurisdiction of local government bodies.[32] This would facilitate co-ordinated planning, better integration of services, and more responsiveness to local needs and priorities without diminishing the role of qualified professional and technical library or conservation personnel.

d) **Prevent regional governments from becoming direct providers.**
Regional governments must continue to perform consultation, co-ordination, and integrated planning functions, and should not become direct providers of facilities or services. Facilities identified as of regional appeal should receive support from the region but maintenance operations, program, and administrative functions should remain with the jurisdiction in which the facility is located. New facilities of regional appeal should be jointly planned and financed but remain the responsibility of local jurisdictions, with cost-sharing according to use.

e) **Assist private agencies and enterprises.**
Assistance should be more readily available to private, commercial recreation enterprises where it is perceived that such an enterprise meets a community need and where public use is not completely eliminated due to costs. Low interest loans or various other means of assistance should be expanded. In addition, local governments could provide support to assure public access to private facilities or activities. Marinas, indoor tennis and courts for racquet sports are examples of services that might be provided efficiently in this manner. This

should involve municipal officials to ensure priorities are not distorted, access is not restrictive, and appropriate standards of quality are maintained.

f) **Give no-strings aid to non-profit agencies.**
Funds for capital development should be more readily available to not-for-profit agencies which provide facilities and programs for recreational use. Organizations such as Boys' Clubs and Giris' Clubs, YMCAs and YWCAs, the Salvation Army and others provide valuable community recreation services. This should be encouraged without inhibiting the private and voluntary service orientation characteristic of these agencies.

g) **Make schools available at no charge.**
Public and separate schools should be available without cost to community groups. The distinction between normal (school) operating costs and community-use costs should be eliminated and costs should be based on operating 24 hours per day, 365 days per year. This and other recommendations of the Select Committee on the Use of Educational Facilities should be implemented.[33] In fact the entire report should be resurrected and given even broader public exposure than previously (which was still broader than most such reports).

Further, use priorities should not be discriminatory according to group sponsorship or affiliation, particularly as this may involve recognition or sponsorship by the local government recreation agency. More appropriate criteria are readily available.

h) **View facilities as inseparable means.**
Facilities cannot be divorced from recreation. The provision of *facilities* must be constantly viewed *as a means to a means;* that is they accommodate activities which are means to recreational experience. Seen as ends in themselves, maintenance and operating efficiency subvert the effectiveness of activity in promoting recreational experience. Too, *facilities must be more modest;* the tendency to large, ostentatious, centralized buildings must be reversed in order to encourage a sense of belonging – even ownership – and thus a sense of responsibility. Part-time and student help in operating and maintaining facilities should be maximized, partly as a means of providing meaningful and responsible roles for young people.

i) **Re-establish priority for geographic communities.**
The geographic community must be re-established in the priorities of recreation agencies. Services should be decentralized, as should decision-making authority, as much as possible. The primary function of central staff should be: a) as support for staff decentralized to the community; b) as co-ordinators for activities culminating in jurisdiction-wide activity; c) to make provision for those specialized or esoteric activities requiring a jurisdiction-wide base to succeed at an appropriate level of quality.

"Communities of interest" should be developed and supported by public agencies only to a point where the interest community can function independently. That should be made clear to the interest group involved at the earliest stages of development. Further public support should be conditional upon the interest community's affairs and services being accessible to all.

j) **Change departmental structures.**
Departmental organizations should not be delineated by either interest communities (sport/culture) or particular population segments (handicapped/senior citizens). Nearly all communities include individuals and agencies with expertise in interest areas and in the particular life circumstances and needs of various population segments. Those talents must be integrated into the community recreation service. Recreation agency

personnel should focus on advocacy, education, integration, co-ordination.

k) **Develop urgently needed new criteria.**
With the support of government agencies (ministry) and provincial organizations (ORS, SDMRO, OMRA and others) effort must be expended to develop new criteria by which to measure the success of community recreation services. Such criteria might include: *reduction in program expenditures* from government agencies with no reduction in participation, *reduction in* total man hours of *employment*, indicators of *power shifts* to communities and individuals, indicators of *positive community identity*, increases in *individual assumption of responsibility, decreased* political *alienation and* social *anomie*, co-ordination and availability of *information*, increased *flexibility in scheduling* favoring public and spontaneous activity and access, increased *use of facilities in place*, growth in *volunteer services, integration* of age and interest groups, increased *family activity*.
These criteria must be defined in such a way that progress in attaining them can be measured. This may or may not require quantifiable indicators of progress. That this is too seldom done seems as much a problem of lack of will as it is lack of skills. Evaluation criteria and mechanisms must be built into any program at the initial, formulative stages. The nature of managerial work, and managerial types mitigates against evaluation.[34] Decreased direct program services and broader distribution of authority should free supervisory personnel to address this problem.

l) **Concentrate effort on one opportunity or problem at a time.**
With the support of government agencies and provincial organizations, task forces should be launched and single theme and working conferences developed to deal with major opportunities and problems. These should not be limited to recreationists but open to all who have an interest and can contribute to achieving objectives. Some opportunities have been missed. Some excellent reports have been prepared which have had some input from recreation personnel and have received some attention. But the potential is far greater than realized. The Report of the Select Committee on the Use of Educational Facilities is one example, the Report of the Provincial-Municipal Grants Reform Committee is another. Ways should be found to have greater input and wider discussion and dissemination of such reports. Other task forces are needed, such as one on utilizing communications technologies to provide efficient and comprehensive information about all community recreation opportunities. Too, task forces should be addressed to ways and means for keeping the elderly integrated into community life or on the use of partially-used or empty school facilities, or on the role of different government and private sponsors of pre-school and day care programs.
The point, briefly, is to focus energies and rally maximum possible support behind one issue (task, problem, objective) at a time.

m) **Build effective community constituencies.**
Recreation personnel must engage in building constituencies on a community level. This is necessary for at least three reasons: 1. to hold in check the inevitable centralization thrusts in the name of efficiency and accountability; 2. to hold in check the influence of single-interest constituencies; 3. to generate the identity, viability, and credibility required for the allocation of resources through the decision-making process.

n) **Provide political education.**
Recreation personnel must provide political education for their communities. This would enable the community to have more efficient access to the system, and to understand its workings and its restraints and limits. Education must also include matters such as the municipal share of the total taxes paid to all governments, transfer payments and other matters of government finance. In addition, efforts must be made now to prepare people in communities for providing more for themselves and reducing demands on government for recreation. Recreation personnel should serve to coordinate local community group efforts by stimulating bridging groups, overlapping memberships and the like. Recreation committees, school committees, neighborhood planning committees, and the like must be mutually supportive and synergistic.

o) **Streamline committee and council work.**
Committee and council work must be streamlined. For example, where funds are budgeted for minor items, such as staff travel to conferences, approval should not be required of committees or councils. Residential street closings for "block parties" should not require council action so long as it is informed, and appropriate agencies (police, fire, et al.) have been notified. These and other burdens should be lifted from committees and councils. Any decision structure which reduces spontaneity in community activity must be streamlined.

Park and Recreation Committees should have *membership and terms of reference similar to other committees* reporting to local councils.

Appointments to committees should be based on area representation of communities rather than special interests. *"Experts" should be avoided* because of propensity to deal with technical rather than policy concerns. Rather, members should have the ability to perform liaison functions and they must be credible both to the community and to politicians. Advisory committees should appoint their own chairmen or chairwomen.

Appointments should be *through a formal process* and for a two-year term. Public or lay representatives should not serve (almost) indefinitely but should be *limited to, say, four years or two terms.*

Recreationists should work for the establishment of *advisory committees for all elected or appointed bodies* and all departments, membership for which should be determined jointly by the community and the elected or appointed body.[35] Such committees should have some financial resources, perhaps including an honorarium for their chairpersons, and some responsibilities such as keeping the public informed. This function, as an example, should reduce the skepticism about the amount and nature of available information. This should not be limited to "standing" committees. Department heads (not their nominees) should meet with advisory committees periodically.

p) **Set up comprehensive information services.**
While local recreation departments have no mandate, there is interest among recreationists and the public in achieving an efficient, comprehensive information service covering all recreation opportunities in the community. Modern, telecommunications technology could be used as a base for a current, comprehensive readily-accessible system. The local library system could well house such a system. Too, local libraries, along with city hall, should be depositories for all local government documents: budgets; by-laws, plans; council, committee and department structures and personnel; agendas, minutes; etc.

q) **Eliminate and simplify rules, regulations, laws.**
Existing by-laws, regulations and policies should be continuously reviewed with an eye to simplifying and eliminating as many as possible. This extends to curfews, walking on the grass, having a pocket knife in the park, park closing hours, and so much more.

The effect of so many rules and policies is to teach respect for law and authority but not for grass, beauty,

public good or even reason. The further effect is to avoid teaching and avoid treating people as individuals. If there is good reason for the rules and regulations, most people can accept them. The increments in individual respect and worth should offset problems with, in most cases, a very small minority.

r) **Communicate philosophy, goals, and criteria efficiently.**
Information about agency perceptions of roles and goals should be provided for council and board members in very efficient packages, recognizing the restraints on their time. Reductions in direct programs and services are difficult politically due to entrenched and vociferous special interests. This is especially so since many such programs are of high benefit to a few. Reducing or eliminating the program, then, bears a high cost to a few, with only a very slight benefit to the population generally.

Further, the roles of education, advocacy, enabling, facilitating, etc., are poorly understood and lacking in visibility, and steps are required to familiarize board and council members, and the public, with the efficacy of these roles.

Similarly, the importance of a major effort toward a centralized and comprehensive information system for all recreation opportunities can be shown to be an essential step in achieving better co-ordination and integration of services, maximization of benefit from all resources in the community, and the like.

s) **Encourage more latitude, autonomy, and support for recreationists.**
Within recreation agencies where there are several workers in leadership, supervisory, and administrative posts, there is a danger of stagnation, frustration and demoralization. Major sources of this danger include the schism between the actual job and the emerging philosophy and between differing perceptions of goals and criteria for success. Slower growth in numbers of agency personnel, and slower turnover and limited space in too vertical a hierarchical system contribute as well. Thus much more attention must be paid to schemes to enlarge, rotate, or enrich jobs, and to expand options and encourage experimentation. There are many limits on the ability of organizations to do this, and individuals must recognize them. Recreationists who have learned to keep their jobs in perspective and developed sources of support and personal satisfaction outside the world of work will be best able to experiment and risk, learn new skills and adopt new roles, and thereby contribute to positive change and progress in new directions.

These suggestions, addressing different obstacles and having different orders of magnitude, are hardly new. They are general and not described in much detail. Notably, they are lacking in the mechanics of *how* to implement them.

The circumstances of every municipality are different. The circumstances, mandates and resources of every agency are different. A problem in one area is no problem in another; an appropriate strategy here would be inappropriate there.

If the burden of change is on individuals, then the ubiquitous question of *how* can only be determined by individuals according to their own lights, abilities, and limits. Too often we search for mechanistic and technological means to resolve problems and overcome obstacles which are not mechanical or technological.

The question of how to get from where we are to where we would like to go, reminds one of the exchange between the tourist and the New York City cab driver:

Tourist: "How do I get to Carnegie Hall?"
Cab driver: "Practice, my friend, practice."

Notes

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[26]Former Nepean Reeve Andy Haydon in his address to Township Council, January 10, 1978.

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